

ADMINISTRATIVE ASPECTS OF PARKS AND RECREATIONAL FACILITIES
AT THE LOCAL GOVERNMENT LEVEL WITH PARTICULAR REFERENCE TO
THE DURBAN MUNICIPALITY: A THEORETICAL AND PRACTICAL
PERSPECTIVE.

by

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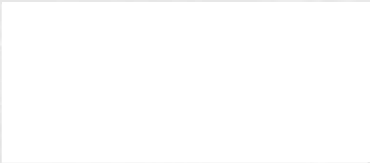
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FEBRUARY 1992

DECLARATION

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(a)

SUMMARY

The provision and administration of parks and recreational facilities at the local government level was investigated. The status of parks and recreational facilities in overseas countries was described and compared with the situation in South Africa. After defining the concepts of play, recreation and leisure it was suggested that recreation is a basic human need throughout the life cycle. As such, the provision of parks and recreation facilities by local authorities is more than just a service. Since it concerns the basic social welfare of the community, it is also a moral obligation.

The types of parks and recreation facilities currently extant were reviewed and a new type of park, the people's park, that has made its appearance in South Africa, was identified. The many factors that influence the planning and development of recreational services, including the government's former policy of apartheid which has a special application to the situation in South Africa, were described, before turning to a closer examination of the Durban Municipality's Parks, Recreation and Beaches Department. The department was found to be the third largest department within the Durban Municipality although this fact is not reflected in its budget, which is only eight and a half per cent of the total municipal budget. Its position within the structure of the Durban City Council was assessed, and thereafter the evolution of its own administrative and organisational structure, from its inception to the present, was discussed. The growth of the City of Durban led to the division of the department into three branches that corresponds to the three major sections of the city, that is, northern, central and southern. In turn, each branch has further divisions and subdivisions, to facilitate the efficient execution of the department's functions.

(b)

A critical examination of the extent to which the department's goals and objectives have been attained revealed that the department's employees cannot be faulted, as they constantly strive towards excellence in their work performance. However, there is a shortage of senior and middle management staff and this problem needs to be addressed. A further criticism of the organisational structure was the time span it was found that existed between the identification of the need for facilities and the provision of the facilities - for instance, a period of four years was required for the provision of a swimming pool.

It was concluded that maximum delegation of powers from central to local government should prevail, to ensure dynamic, smooth, effective and efficient administration of the affairs of the citizenry. The inferences and recommendations drawn from this study may serve as guidelines for the Parks, Recreation and Beaches Department in providing a better service to the inhabitants of Durban.

(c)

OPSOMMING

Die voorsiening en administrasie van parke en rekreasiefasiliteite op plaaslike owerheidsvlak is ondersoek. Die status van parke en rekreasiefasiliteite in oorsese lande is beskryf en vergelyk met die situasie in Suid-Afrika. Nadat konsepte soos spel, rekreasie en vrye tyd gedefinieer is, is voorgestel dat rekreasie 'n basiese menslike behoefte regdeur die menslike lewensiklus is. Dus is die voorsiening van parke en rekreasiefasiliteite baie meer as slegs 'n dienslewering, aangesien dit die sosiale welsyn van die hele gemeenskap op die hart dra wat 'n morele verpligting op die plaaslike owerheid plaas.

Die bestaande soorte parke en rekreasiefasiliteite is beskryf en 'n nuwe konsep wat sy verskyning gemaak het in Suid-Afrikaanse parke bekend as die "people's park" is geïdentifiseer. 'n Verskeidenheid van faktore wat die beplanning en ontwikkeling van rekreasiedienste beïnvloed is geïdentifiseer, waaronder veral die voormalige regeringsbeleid van apartheid, voordat daar oorgegaan is na 'n ondersoek van die Departement Parke, Rekreasie en Strande van die Durbanse Munisipaliteit. Daar is gevind dat hierdie Departement die tweede grootste in die Munisipaliteit is, alhoewel dit nie so in die begroting, wat 8.5% van die totale uitgawe is, reflekteer nie. Die Departement se posisie ten opsigte van die struktuur van die Durbanse Stadsraad tesame met sy ontwikkeling van sy administratiewe en organisasiestruktuur vanaf instelling tot hede is beskryf. Die groei van die stad het daartoe aanleiding gegee dat die Departement in drie afdelings wat met die hoofverdelings van die stad ingedeel is, naamlik die Noordelike, Sentrale en Suidelike Afdelings. Hierdie afdelings

(d)

is weer verder onderverdeel om die effektiwiteit van dienslewering te verseker. 'n Kritiese ontleding van die wyse waarop die Departement se doelstellings en doelwitte nagestreef word, het getoon dat die hoogste mate van strewe na uitmuntendheid in die werk van die personeel van hierdie Departement aangetref is. Daar is egter gevind dat 'n gebrek aan senior en middelbestuurspersoneel bestaan, en dat hierdie probleem so gou moontlik aangespreek sal moet word. 'n Verdere probleem wat geïdentifiseer is, is die lang tydverloop tussen die identifikasie van behoeftes vir fasiliteite en die uitendenke voorsiening daarvan, byvoorbeeld in een geval het hierdie proses vier jaar in beslag geneem om 'n swembad te voorsien.

In die gevolgtrekking is die afleiding gemaak dat maksimum devolusie van magte vanaf sentrale na plaaslike regeringsvlak nodig is om onbelemmerde, dinamiese, effektiewe en doeltreffende administrasie van plaaslike owerheidswese moontlik te maak. Die gevolgtrekkings en afleidings wat uit hierdie ondersoek gemaak is, kan as riglyne dien vir die Departement Parke, Rekreasie en Strande in die verbetering van dienslewering aan Durban se inwoners.

TO MY PARENTS CASSIM AND ZAYNAP AND MY WIFE ZAKIRA
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MOHAMED SAHEED BAYAT

DURBAN

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INTRODUCTION

This study describes an investigation into the salient administrative aspects of the provision and maintenance of parks and recreational facilities, with particular reference to the Durban Municipality.

The dissertation is essentially a synopsis. However it is important to indicate that public administration as an activity is primarily concerned with the promotion of general welfare to the community at large. In order to achieve this goal it is essential that the government authorities set clearly defined goals, nevertheless, more often than not the expectations of society exceed the capabilities of the authorities and the resources available.

At the level of local government, a large number of services are carried out for a particular community. One of these services is the provision and maintenance of parks and recreational facilities. The complexity and dynamics of community life in contemporary South African society require continual evaluation and assessment on the part of, *inter alia*, administrators so that they can comprehend the changing needs and requirements of a highly heterogeneous population in order to sustain a life support system and enhance the quality of life. At present, about eight and a half per-cent of the Durban municipal budget is allocated to the Parks, Recreation and Beaches Department.

Recreation is part of life. As Schultz has stated: "Life is dependent upon some factors so obvious that they are not seen at all by most of us. We cannot live without food, air and reasonably pure water and we cannot have a full and healthy life without recreation".¹ All people everywhere engage in recreational activity, though the nature, quan-

tity, setting and outcomes may be vastly different. The implications and results of recreational experience for all people are so vital that governmental attention to it is inevitable. Such attention commences with control of anti-social forms of leisure activity and extends to measures that are designed to impart to all of the people the benefits of wholesome, developmental recreational experience serving the purposes of the individual state.

A sovereign government dedicated to the general welfare cannot ignore the implications of recreational experience, nor can it remain content with a negativistic position wherein it acts only when people choose to use their leisure in ways which disturb the peace, degrade the people and interfere with the peaceful pursuit of worthy recreational experience by the law-abiding public. The developmental and cultural implications and results of qualitative recreational experience impel most governments to take positive steps in providing the public with recreational services. Thus, recreational service takes rank with education, public health and public safety as a necessary concern of government, specifically local government.

While to date much research has been conducted in other areas of municipal administration, limited research has been undertaken on the administration pertaining to parks and recreational facilities at the local level of government in South Africa. Moreover, research on the provision and maintenance of parks and recreational facilities with reference to a specific municipality lends originality and novelty to such an investigation. In this dissertation an extensive literature survey was undertaken on the subject matter. In particular, a comprehensive survey was done on various concepts, principles, planning and theories behind parks and recreation which, in effect, form the basis for and preamble

to the investigation of current legislative and administrative measures pertaining to parks and recreational facilities with particular reference to the Durban Municipality. The dissertation is essentially a synopsis, and is confined to matters of principle, i.e. although administrative aspects are discussed over a wide spectrum, a detailed investigation of all the prevailing generic administrative processes was not done. Such an undertaking would constitute sufficient material for a separate dissertation.

The survey covers the period up to and including 31 May 1991. However, cognizance is taken of the repeal of all the discriminatory legislation up to and including 30 June 1991. The dissertation deals with the prerestructuring phase of the Durban Municipality and the Parks, Recreation and Beaches Department. As the process of restructuring is only in its second phase and thus it was felt that it would not serve any purpose at this stage to include it but rather to concentrate on the current situation.

Purpose and Objectives

The purpose of this study is to investigate the salient administrative aspects of the provision and maintenance of parks and recreational facilities at the local government level with particular reference to the Durban Municipality. Emphasis is placed on both the theoretical and practical perspectives. In the process of attaining the above mentioned goals the following objectives have to be met:

- i) To determine the structure and importance of local government administration and the meaning and level of local government.

- ii) To define the concepts, play, recreation and leisure and determine recreation as human needs.
- iii) To classify the types of parks and recreational facilities.
- iv) To indicate the importance of planning for the development of recreational services.
- v) To indicate the macro-organisational dynamics with reference to the standing and special committees dealing with parks, recreation and beaches.
- vi) To indicate the micro-organisational dynamics of the Parks, Recreation and Beaches Department with special reference to organisational structure, goals, objectives and functions.

These purposes and objectives are clearly spelt out in the section dealing with the framework and layout of the dissertation.

Research Approach

Parks and recreation facilities at the local government level is a subject in which limited research has been undertaken to date. However, the field of investigation is so extensive that it was necessary to limit the research to specific aspects, with emphasis on a theoretical-descriptive-analytical, practice-orientated and problematic-critical approach to selected administrative aspects. In addition, the complexities of *apartheid* resulted in different mechanisms dealing with facilities for different population groups. This is also explored.

The research approaches that were undertaken encompass the following objectives:

- i) To provide an exposition of administrative aspects pertaining to the administration of parks and recreational facilities as a theoretical foundation to the study.

- ii) To undertake an analytical assessment of the Parks, Recreation and Beaches Department of the City of Durban with regard to administrative aspects.
- iii) To identify, analyse and evaluate the role of administrative structures and processes in the Parks, Recreation and Beaches Department.
- iv) To investigate the role the Government's apartheid policy has played with regard to the framework of legislative measures pertaining to the provision of parks and recreational facilities.
- v) To provide for a critical appraisal of the existing system and recommend policy changes and/or implementation to benefit the municipality in the fields of parks and recreational administration.
- vi) To focus on an aspect of municipal administration on which approximately eight and a half percent of the Durban municipal budget is spent annually.
- vii) To understand the manner in which the theories and certain processes of public administration as a discipline and as an activity are actually applied in practice.
- viii) To look at ways to improve the existing position and to provide valuable knowledge in the fields of parks and recreation within the context of municipal administration.
- ix) To provide an extensive literature source and additional literature that would be of value to planners and practitioners in the parks and recreational fields. In addition, it will provide a source of relevant information to academics and students studying for degrees in Public Administration and degrees in Parks and Recreational Administration, for the National Diploma in Parks and Recreation Management as well as Municipal Administration, as there is a dearth of information in South Africa on this particular area.

- x) Finally, to supplement theoretical knowledge of administrative processes and to offer an empirical basis for the use of local authorities in the administering of parks and recreation.

Research Methodology

The following steps were undertaken during the process of research:

- i) Permission was obtained from the Director of the Parks, Recreation and Beaches Department to undertake research into the Department's role in parks and recreational facilities.
- ii) Theoretical material was reviewed and additional theoretical postulations were developed in relation to:
 - the theory of parks and recreation in regard to public use and municipal level of government,
 - aspects of the generic theory of the administrative processes in this regard;
- iii) A thorough study was made of existing documentation, policy directives, rules and regulations pertaining to the subject of study with a view to promoting effective and efficient municipal administration.
- iv) A study of the available books, journals and other publications on parks and recreational facilities and public municipal administration. In addition relevant information was also obtained from overseas countries on their local authorities.
- v) Visits to the Parks, Recreation and Beaches Department of the Durban Municipality was made, inter-alia, to conduct interviews, observe work methods and procedures, hold discussions with high-ranking officials. In addition, other smaller municipalities were also consulted.

- vi) Acts, ordinances and by-laws pertaining to the subject study and all other relevant legislation were carefully consulted and examined.
- vii) After a thorough study was undertaken of the existing theories and practices of parks and recreational administration research findings were made available for the improvement of the administration of the Parks, Recreation and Beaches Department.

Due to the confidentiality of information, access to certain documentation and information was limited.

The Framework and Layout of the Dissertation

The chapter division and content of each chapter will be as follows:

Chapter 1: Structure and Importance of Local Government The purpose of this chapter is to describe a literature survey of the various definitions, meanings or interpretations of the term 'local government' and to show that local government has the authority to render parks and recreational services. In addition, an explanation is provided regarding local government and justifying the rendering of parks and recreational services as a moral obligation. The locus of local authorities within the legislative structures in the Republic of South Africa is given with emphasis on the lowest level of government.

Chapter 2: Recreation as Human Needs. This chapter focuses on the concepts play, recreation and leisure and the definitions of these terms. Recreation as a human need and the characteristics of the community according to age groups are discussed and the life cycles and stages are given. Recreation according to age is highlighted, looking at the pre-school child, primary school child, teenager, young adult, adult and the elderly. Special emphasis is placed on age characteristics, activity characteristics, value of recrea-

tion, the need for recreation and the types of recreation. In addition attention is focused on recreation for other groups, namely, the physically disabled, the handicapped and the mentally retarded.

Chapter 3: Types of Parks and Other Recreational Facilities

Chapter 3 provides an explanation of human and social meanings of parks as well as definitions of parks. An overview of the different types of parks is given, namely, regional parks, local parks, city and town parks, mini parks, neighbourhood parks, community parks, metropolitan parks, suburban parks, children's play parks, people's parks and other types of parks. Recreation is discussed and indoor recreation, open air-recreation, sports facilities, special recreation areas and commercial recreation are emphasised.

Chapter 4: Planning for the Development of Recreational Services

The aim of this chapter is to describe and explain the factors that play a role in the determination of parks and recreational facilities at the local government level and to look at the planning process for recreational services as a focal point for Durban. Accordingly, this chapter explains how planning impacts on recreational services and the planning aspects are put into perspective by investigating the phases, criteria, goals and objectives, guidelines, principles of planning, types of recreational plans for recreation and parks systems planning. The Natal Town and Regional Planning Commission's package of plans, the methods of acquiring parklands and the designing of parks and recreational areas in South Africa with respect to the Durban Municipality is looked at.

Chapter 5: Organisational Dynamics of the Durban Municipality with Reference to the Standing and Special Committees dealing with Parks, Recreation and Beaches.

This chapter deals with the macro-organisational arrangements pertaining to the Durban Municipality. An historical overview of the Parks, Recreation and Beaches Department is

given and its locus on the hierarchical structure of the Durban City Council is given. Emphasis is thus placed on the current structure of the Durban City Council. Finally the Standing and Special Committees dealing with parks, recreation and beaches are presented.

Chapter 6: Organisational dynamics of the Parks, Recreation and Beaches Department with Special Reference to Organisational Structures, Goals, Objectives and Functions The goals, objectives and functions of the Parks, Recreation and Beaches Department are highlighted. The emphasis is placed on the Parks branch and the Recreation and Services branch which are the two major branches within the department. The various branches that constitute the department with its divisions are investigated. This is followed by an evaluation of the Parks, Recreation and Beaches Department, where the roles of policy makers and objectives of the Parks, Recreation and Beaches Department at the various governmental levels are presented. Thereafter, the role of municipal employees in attaining the goals and objectives of the Parks, Recreation and Beaches Department, the role of the ratepayers and the role of the media are discussed.

Conclusion: The whole study is summarised including inferences drawn from the summaries of each chapter. It is suggested that whatever has been recommended could be of value to the future provision and maintenance of parks and recreational facilities.

The aim of this dissertation was to investigate the administrative aspects of parks and recreational facilities at the local government level with particular reference to the Durban Municipality: A theoretical and practical perspective. The objective of the above chapters was to provide support and perspective to one another in order to achieve the objective of this dissertation.

xx

Terminology and definitions

Owing to the multiplicities of connotations and definitions of terms to be used in this dissertation some clarification is required. Refer to Appendix 1 for the various terms and definitions.

Reference:

1. Schultz, WF Jr: Conservation Law and Administration, The Ronald Press Company, New York, 1953, p3.

CHAPTER 1

STRUCTURE AND IMPORTANCE OF LOCAL GOVERNMENT ADMINISTRATION

1. Introduction

Any attempt to understand the South African political system cannot afford to ignore local government. Local authorities play a large and an increasingly important role in the governing of the country. There has been a gradual development of local authorities. Local authorities usually constitute the third tier of government and are governed by laws and general directives of Parliament. In spite of such stringency, local authorities do play an important role in the upliftment of community welfare through the execution of numerous functions. Since all three tiers of executive authority, i.e. central, provincial and local are concerned with matters of mutual interest, sound communication links exist among these tiers.

Local government, in short, has significance both as provider and administrator of basic services and as a promoter of specific values. The aim of this chapter is to undertake a literature study of the various definitions, meanings or interpretations of the terms 'local government' and 'local authority' to prove that local government has the authority to render parks and recreational services. In addition an explanation is undertaken, regarding local government and the rendering of parks and recreational facilities, as to whether the rendering of parks and recreational services is a moral obligation (not a statutory obligation). First and foremost, therefore, it is important to understand how the local government system operates. Furthermore, since this study highlights the administration of parks and recreational facilities at the local government level, it would be necessary, at the outset, to place the following objectives in perspective:

- i) Local government and local authority defined.
- ii) The locus of local authorities within the legislative structures in the Republic of South Africa, with emphasis on the local level of government and the moral obligation of providing parks and recreational facilities.

2. Local Government and Local Authority Defined

2.1 Local Government

Before local government is defined, it is necessary to clarify the term government. There are differences of opinion as to what exactly constitutes the activity of governing. According to the Concise Oxford Dictionary of Current English, 'govern' is defined as "rule with authority, conduct the policy, action and affairs of", whereas 'government' derives from an ancient Greek word meaning to steer. Thus, govern means to direct and control, or to regulate the things that need to be done.²

In every State the sovereign power of securing, law, order and peace is vested in a central body. This body is called the government. It has legislative authority to channel the people's activities in a predetermined direction.³ Strong maintains that the government is the instrument used not only to promulgate, but also to enforce the legislation of a State. Any discussion on government should, therefore, make reference to the terms, power and authority. Power is the right held by government to make and enforce laws, while authority means the legitimate authority whereby citizens could be forced into doing something even against their will.⁴

The Funk and Wagnall's new Practical Standard Dictionary of the English Language defines the word government as-

- i) the act of governing, or the state of being governed; control, direction or restraint exercised over men in communities; as just and efficient government;
- ii) the form or system of administration by which a community is managed;
- iii) any territory over which the right of sovereignty is extended;
- iv) the right of governing or administering the laws; the position and authority of one officially in control; and
- v) the executive and legislative bodies of a state, nation or the like, the administration.⁵

It follows that government is an organised entity which, in addition to having a governmental character, has sufficient discretion in the management of its own affairs to distinguish it as separate from the administrative structure of any other governmental unit.⁶

While no commonly accepted comprehensive definition of local government exists, scholars and academics have difficulty in defining local government, the matter is a simple one for most citizens.⁷ In its simplest form "a local government is the government of some particular local community."⁸ According to Vosloo, et. al.,⁹

"local government is commonly defined as a decentralised, representative institution with general and specific powers devolved upon it by the central or regional government in respect of a restricted geographical area within a nation or state and in the exercise of which it is locally responsible and may to a certain degree act autonomously. This connotation suggests a local political process because the issues around which it revolves have a local character."

On the face of it, the definition would seem to convey the impression that the functions of local government are confined essentially to communal matters, but investigations show that, in many instances, local governments have over long periods assumed functions of a wider nature.

The United Nations office for Public Administration defines local government as:¹⁰

"a political subdivision of a nation or (in a federal system) state, which is constituted by law and has substantial control of local affairs, including the powers to impose taxes or to exact labour for prescribed purposes. The governing body of such an entity is elected or otherwise locally selected".

This definition has been widely accepted as reasonably embracing. Both the Cambridge (U.K.) conference on local government in Africa and the United Nations conference at the Hague on Administrative Aspects of Decentralisation (both took place in 1961) considered and adopted the United Nations definition. Perhaps the definition is made full enough by Hugh Whalen who explained that:¹¹

"each unit of local government in any system is assumed to possess the following characteristics: a given territory and population, an institutional structure for legislative, executive and administrative purposes, a separate legal identity, a range of power and function authorised by delegation from the appropriate central or intermediate legislature and lastly within the limits of such delegation, autonomy, subject always at least in Anglo-American tradition, to the limitations of common law such as the test of reasonableness."

The last point made above, that the governing body is elected or otherwise locally selected, stresses the fact that local government or local self-government¹² cannot include rule by local notables, by traditional or hereditary rulers, some special elite, or such people, as a matter of right. In the same manner, local self-government is not reconcilable with the running of local affairs by local men nominated for the purpose by the central government. This participation of the local population in the selection of representatives, whether by election or by some special selection is a very fundamental prerequisite of local government or local self-government.

To prevent any misrepresentation, the term local government may also include the term municipality. The term municipality is derived from the Latin word *municipium*, meaning a borough, free town, city¹³ or municipal town,¹⁴ while *municipal* stems from the latin *municipalis*, meaning belonging to a *municipium*.¹⁵

The Encyclopaedia Britannica defines a municipality as "a political subdivision of a state within which a municipal corporation has been established to provide general local government for a specific population concentration in a defined area."¹⁶

An Afrikaans dictionary defines municipality as "1) Stad, dorp wat plaaslike self-bestuur het. 2) Besturende liggaam van so 'n plek wat deur belastingbetalers gekies word."¹⁷ An English dictionary, on the other hand, provides exactly the same description, viz., "town, city or district possessing local self-government, governing body of such a place."¹⁸

There are as many answers to "what is a local government?" as there are authors on the subject.¹⁹ Although local government refers to a distinctive level of government, municipality refers to the governing body of one specific

urbanised geographical area with an own name and identity and which is different to any other urbanised geographical area irrespective of its size or level of development. In the words of Rogers, a municipality in the strict and proper sense is the -

"body corporate constituted by the incorporation of the inhabitants residing within a defined area upon which the Legislature has, either directly or indirectly through some intermediate agency conferred corporate status, rights and liabilities, including the right to administer through the agency of an elected council or other governing body, such matters of local concern as are expressly specified or necessarily implied from the nature and extent of the authority conferred".²⁰

For purposes of this study, a municipality could be described as a legal person or body corporate that could sue and be sued in its corporate name and that through duly elected representatives decides the future growth and development of an area within specific boundaries. It is thus obvious that municipalities possess only those powers which the higher authorities confer upon them, they have no inherent power. They are creatures of statute and cannot do anything which is specifically or by implication delegated to them by statute.

2.2 Local Authorities

Local authorities are statutory bodies which are constituent parts of local governments and which derive their powers from higher sources and are bound by the terms and conditions by which they are created.²¹ According to Barber, local authorities are subordinate institutions instituted by statute.²² Local authorities, therefore, are representative of the need for both political participation and administrative convenience, especially to gather data and to recognise local differences.²³

In the context of local government and administration, the terms 'local government' and 'local authority' are used interchangeably but it is important to note certain emphases in the meanings of the terms. Following from the definition of government as an institution involved in a system of authoritative decisions, legislative functions and enforcement within a particular society, local government is generally used to refer to decentralised local governing units within the unitary system of this country that are subordinate to the central and provincial authorities and vested with prescribed authority to develop, control and regulate the geographic, social and economic environment of defined local areas.²⁴

On the one hand, the emphasis on the role of local government is essentially to govern, i.e. the process of making and enforcing decisions that affect human behaviour. Local authorities, on the other hand, are the statutory bodies that form the constituent part of a local government. According to Stanyer,²⁵ "a local authority is one form of local administration"²⁶ of public services. Craythorne²⁶ defines a local authority as being a body established by law for a particular locality or district, charged with the government of that locality or district in local matters, especially health, endowed with the power to levy rates on fixed property and entrusted with the duty of carrying out prescribed services for the inhabitants of that locality or district. Local authorities have the following common characteristics: They -

- i) are creatures of statute;
- ii) have localised governing authority;
- iii) have the authority to tax by levying rates on immovable property;
- iv) are charged with certain duties for the protection of public health;
- v) are road-making authorities; and

vi) may render certain services to the public and levy charges for them.

In short, their chief duty is to make the areas they control desirable places to live in. Speed²⁸ states that they are statutory bodies which derive their authority from a higher source and they are bound by the terms and conditions by which they are created.

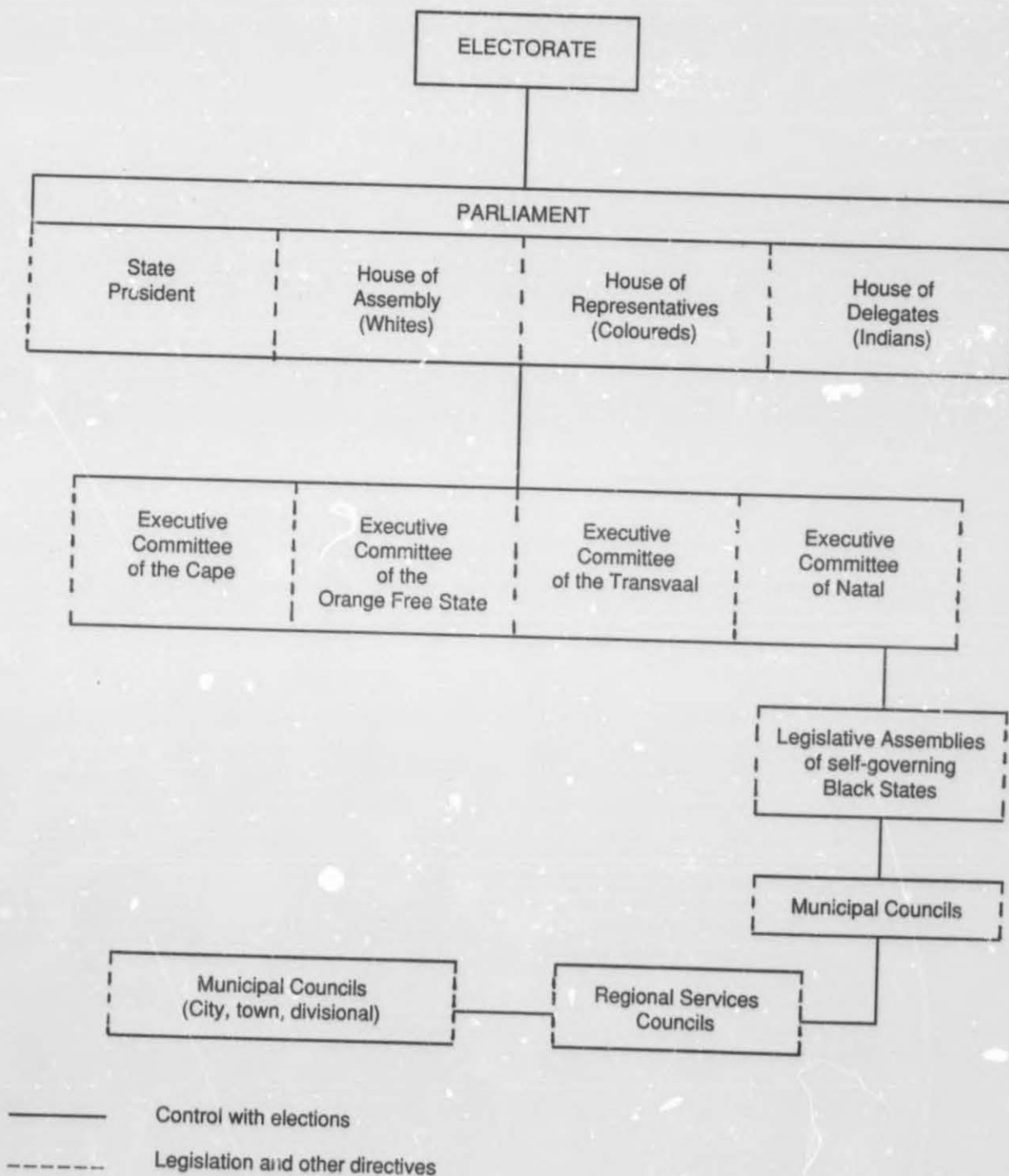
Local authorities are also concerned with the exercising of the powers conferred by central and provincial authorities and the execution of the decisions made by their own governing body. Administration²⁹ essentially concerns the performance of the generic administrative processes of policy-making, organising, financing, staffing, determining work methods and procedures and control and rendering account as well as the diversified work processes.³⁰

Stanyer³¹ further mentions that a local government system is composed of two basic types³² of local authorities, namely, primary and secondary local authorities. Primary local authorities exist when the local authority is directly elected by the people living in its area, and secondary local authorities when the authority is indirectly elected, that is, appointed by one or more local authorities.³³ Primarily local government consists of local authorities who have stable and clearly marked boundaries and are responsible for a wide range of public services and have an independent power of local taxation in addition to having their members directly elected. These authorities are the foundations of the most modern system of local government.

3. Locus of Local Authorities within the Legislative Structures in the Republic of South Africa

One of the most important functions of any government is to provide goods and services for the welfare of its people.³⁴ In order for this to be undertaken the State requires a number of public institutions³⁵ to conduct the legislative, governmental, judicial and administrative functions which have to be performed. Thus there are three levels of public institutions established - central, regional and local (municipal) institutions - to undertake specific legislative, governmental, judicial and administrative functions that are allocated to them. A Constitution Act (which provides the framework as to how the country is to be governed) and other laws are passed by Parliament in order to authorise the establishment of these institutions and the allocation of functions to them. Figure 1 depicts the legislative structure in South Africa.

Figure 1 Legislative Structure in South Africa

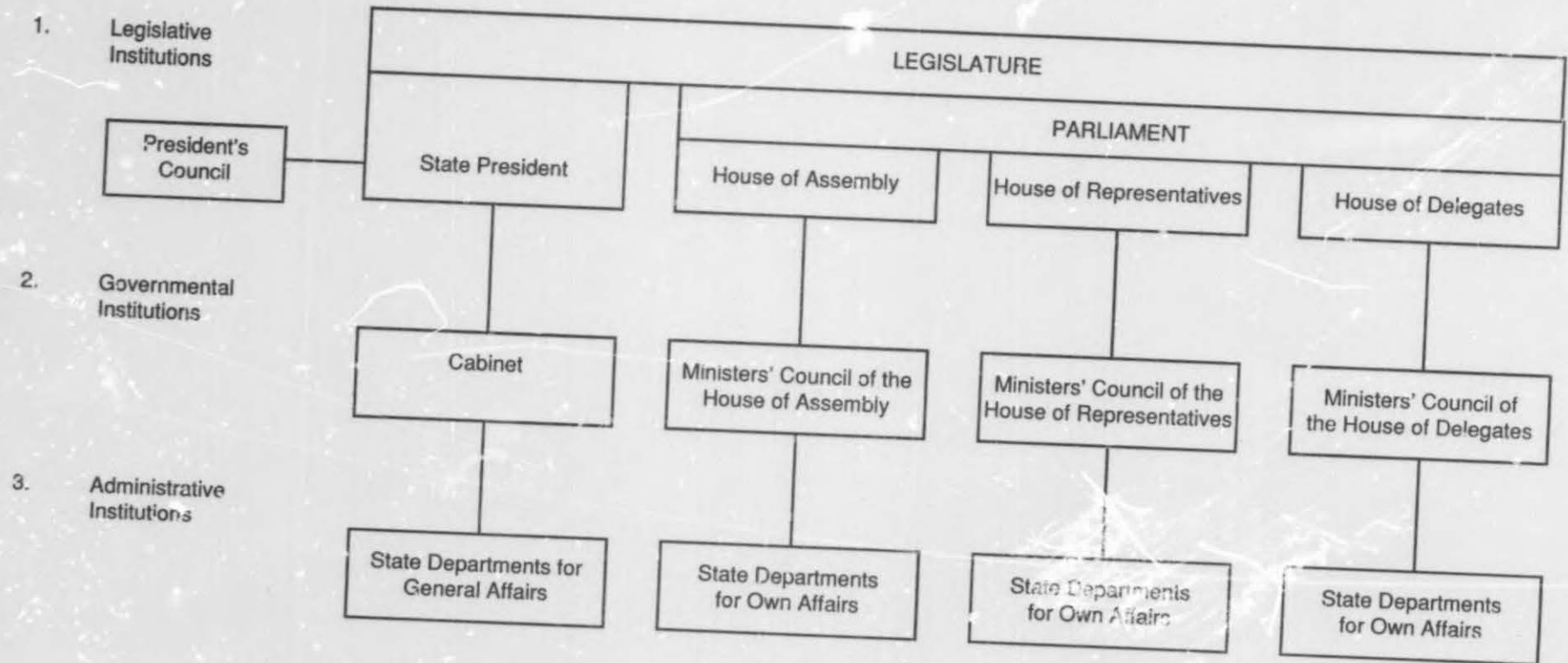


3.1 Composition of Central Level of Government: Legislative, Governmental and Administrative Institutions

The Republic of South Africa Constitution Act, 1983 (Act 110 of 1983)³⁶ lays down that the ultimate authority vests in the highest legislative authority, namely Parliament. The three types of institutions (except for the judicial institution) created in terms of the Act are:

- i) The legislative institution whereby legislative authority is vested in the State President and Parliament which consists of three Houses to represent the different population groups.³⁷
- ii) The governmental institution which for general affairs is the Cabinet. General affairs are matters affecting all population groups in South Africa. For White Own Affairs it is the Ministers' Council of the House of Assembly, the Minister's Council of the House of Representatives for Coloured Own Affairs and the Minister's Council of the House of Delegates for Indian Own Affairs. Own Affairs are matters which are peculiar to the population group of a particular house.
- iii) The administrative institutions, which are the State departments for general affairs and own affairs controlled by members of the different houses appointed to the Cabinet³⁸ or the Ministers' Councils.³⁹ A more detailed composition of the executive authority and executive institutions for own and general affairs is shown in figure 2.

Figure 2 Executive Authority and Executive Institution for Own and General Affairs



3.2 Local Government Level

Municipal or local government is the lowest tier of political authority in South Africa. In harmony with the principle of parliamentary sovereignty, local government authorities in South Africa receive their powers from Parliament via the relevant provincial administration. In South Africa local authorities for Black, White, Coloured and Indian Urban areas⁴⁰ are established in terms of laws passed by Parliament.⁴¹ Thus the power of a local government authority in South Africa is limited, it has no constitutional protection and is under fairly strict supervision of the provinces.

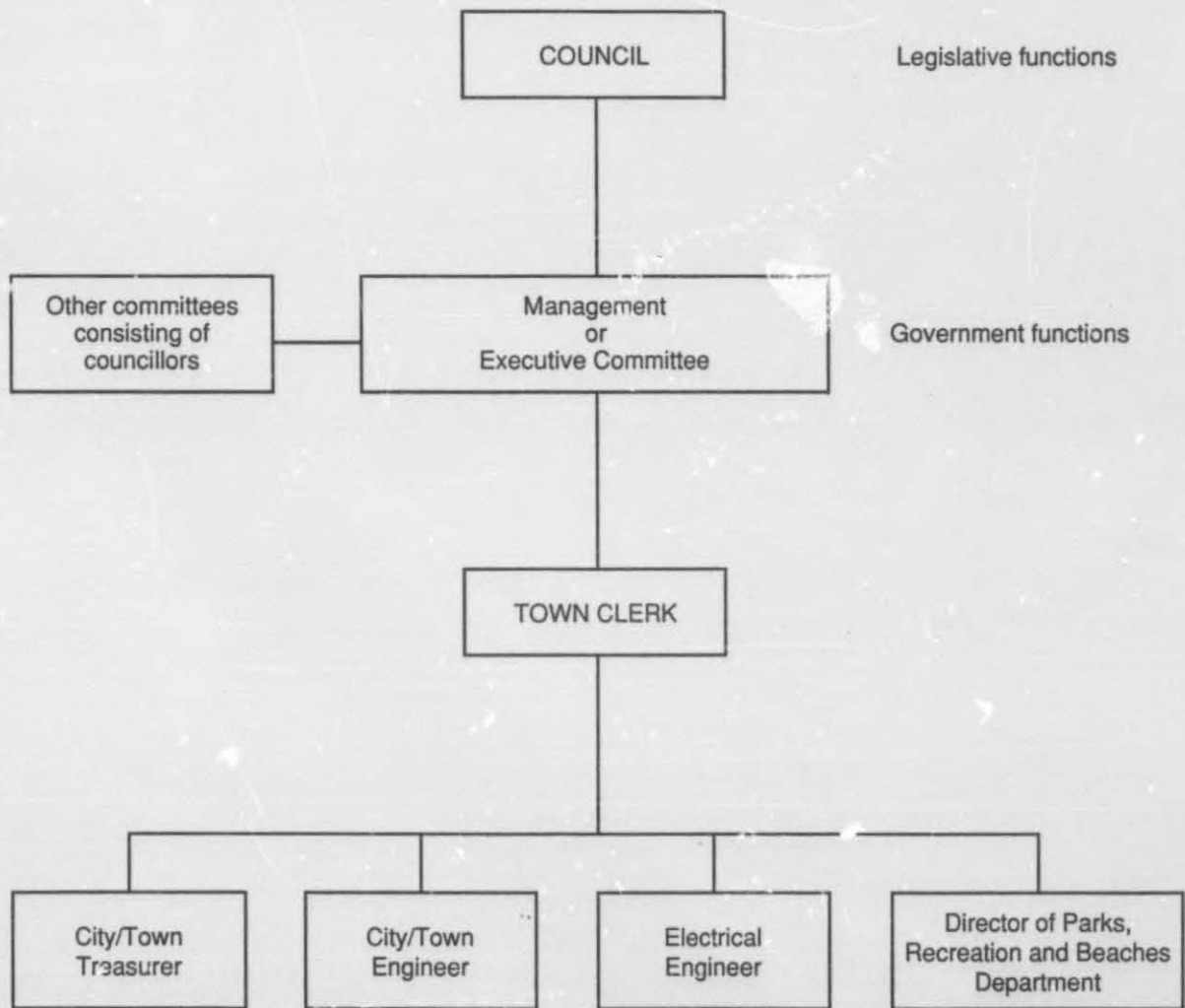
Local authorities can only pass by-laws that are in strict accordance with the scope and legal jurisdiction granted to them by the provinces. In addition, the ultra-vires rule applies to local government: local authorities may exercise only those authorities that are explicitly delegated by a higher level of government, i.e. the central or provincial governments. Several acts of parliament directly affect municipalities to the extent that they act as agents for the central government. Through the power to approve provincial ordinances and regulations, the State President can directly influence and control provincial ordinances pertaining to local authorities. Provincial authorities have wide-ranging powers regarding local government. All municipal by-laws are subject to approval by the Administrator, indeed, he may repeal or amend them. In the event of a local authority being judged incompetent to fulfil its duties, the Administrator can completely take over the functions of such an authority until it can be reconstituted in a proper manner.⁴² Thus the context of local authorities in South Africa is one of complete subordination to the central and provincial governments.

Every local authority consists of-

- i) a legislature⁴³ such as a health, community, village, town or city council (or even advisory or management committee) consisting of elected or appointed (by higher authority) members and such committee or council can pass by-laws;
- ii) a governmental institution usually comprises one or more committees⁴⁴ consisting of members elected from among their midst by the councillors;
- iii) administrative institutions⁴⁵ consisting of departments and/or divisions to which specific functions have been entrusted, for example the Parks, Recreation and Beaches Department of Durban whose functions include, inter alia, the development and maintenance of public open space, parks, natural areas, road verges, street trees, areas of horticultural interest, recreational facilities and services and the maintenance of cemeteries.

The above mentioned institution is illustrated in Figure 3.⁴⁶

Figure 3 Institutions, Office-Bearers and Officials of a Local Authority



3.2.1 Legislation Authorising the Establishment of Local Authorities

Parliament is the supreme legislative authority in South Africa. Thus, the creation and existence of local authorities is dependent upon the promulgation of laws by Parliament. Local authorities were created in South Africa by the constitutions enacted after 31 May 1910, the date on which the Union of South Africa was established.⁴⁷ However, the constitutions always provided that the provincial administrations would be in control of local authorities subject to the provisions of laws passed by Parliament on local authority matters.⁴⁸

The Republic of South Africa Constitution Act, 1983 (Act 110 of 1983), stipulates that the provisions of the previous constitution relating to the provinces and local authorities should be dealt with by a separate Act of Parliament.⁴⁹ Hence the provisions of the Republic of South Africa Constitution Act, 1961 (Act 32 of 1961) were retained as the Provincial Government Act, 1961 (Act 32 of 1961). The consequences of such a change is that the existing local authorities for Whites, Coloureds and Indians will continue to exist in terms of the Provincial Government Act, 1961 (Act 32 of 1961).⁵⁰ However, since the abolition of the provincial councils on 30 June 1986, most of the provisions of the Provincial Government Act, 1961 (Act 32 of 1961) have been repealed by the Provincial Government Act, 1986, (Act 69 of 1986).⁵¹

The Republic of South Africa Constitution Act, 1983 (Act 110 of 1983) provides for three Houses of Parliament to deal with local authority affairs entrusted to it. Figure 2 depicts the relationship between the Houses of Parliament and their respective local authorities. As a result, a State

department has been created under the Ministers' Council for each House of Parliament to undertake local authority affairs previously entrusted to provincial authorities.⁵²

It is noteworthy that Black local authority affairs were not entrusted to the provincial authorities, but remained a matter that Parliament deals with by passing specific Acts. Since 1923, Parliament has passed a number of Acts⁵³ to provide for local authorities for Blacks. The more recent legislation in this regard is the **Abolition of Development Bodies Act, 1986** (Act 75 of 1986). In terms of the provisions of this Act the development boards (previously known as administration boards) created under the **Black Communities Development Act, 1984** (Act 4 of 1984), were abolished with effect from 1 July 1986 and their assets, liabilities, rights, duties and obligations were vested in the provincial administrators from that date. With effect from 1 October 1986 the control of the Black local authorities was transferred from the Department of Constitutional Development and Planning to the Provincial Administrators. The Department, however, retains overall control of the local authorities of all population groups.⁵⁴

It is important to note that Parliament is still the sovereign legislative authority on all affairs of South Africa. Hence, Parliament can, at any time, pass laws to change the aforementioned arrangements concerning local government and administration for Blacks, Whites, Coloureds and Indians.⁵⁵

3.2.2 Role of Local Government

In a country with a unitary form of state, such as the Republic of South Africa, one central government has supreme authority over the entire territorial area of the State. All other levels of government are subordinate to the central

government, owe their creation and continued existence to it and possess only authority granted to them by the central government.⁵⁶

Nevertheless, the formal subordinate status of local authorities vis-a-vis the central government (and which often overshadows the informal aspects pertaining to local government) does not negate their importance. The fact that local autonomy is a deeply rooted constitutional principle will not be dismissed lightly by legislators in the Western World. This is especially so because the idea of local government is usually equated with the notion of self-government, a democratic principle so deeply rooted that a central government will not easily use its constitutional authority to abolish local autonomy.⁵⁷

The contribution of local government towards the maintenance of a prosperous, orderly and enlightened society can be summarised in the following points:⁵⁸

- i) Local authorities are essential links in the relationship between the government and the citizenry, especially because they are bound to particular geographical areas and to the people that are affected by the problems peculiar to those areas. This places them in a favourable position to understand and address those problems.
- ii) Local authorities are also instruments for greater community participation, because they have jurisdiction over fewer people than higher levels of government. They, therefore, provide more channels and opportunities to utilise the talents, insight and creative abilities of individual citizens.
- iii) Local authorities are the corner-stones in the structure of a democratic political system because they serve as vehicles for intelligent and responsible citizenship on this particular level. They are also intimately involved with those matters with which in-

dividual citizens identify or which they experience in concrete manner. Through allowing initiative and discretion at the local level, well developed systems of local government serves the cause of democracy.⁵⁹

- iv) Local authorities are important training grounds for future leaders in government and could also serve to educate voters in the execution of their civic duties.
- v) Local governments are potential bulwarks against uniformity, conformism, bureaucratic regimentation and dictatorship. They favour individualism and diversity and add colour, all of which contribute to a richness in the national life and cultural patterns of a nation. As such they are active and energetic growth points for the idea of self-government.
- vi) The suppleness and adaptability of local authorities, as well as the room they provide for variety and enterprise, make them important socio-political areas for experimenting with new ideas, policies and methods.

3.2.3 Local Government as a Vehicle for Participation

The most important virtue of local government institutions is that they provide the inhabitants of cities and towns with opportunities to deal with those matters that are peculiar to each. In order to ensure this, it is necessary that local inhabitants should be able to participate directly in the process of government at the local level.⁶⁰

Through local elections people are granted the opportunity to voice their opinions on the type of city or town they would prefer. Letters or petitions to councillors, interviews with officials and memoranda or deputations to the council are methods employed by local inhabitants to ensure that a local authority takes cognisance of their views and wants.⁶¹

It has been said that "democratic government" is local government, is community government.⁶² It can also be argued that people's sense of place and their identification with a particular area or neighbourhood imparts a need for participation and thus for democracy. The local level is ideal for the pursuit of the true principles of democracy - this is the area where the individual citizen has the opportunity to participate directly in political policy and decision making. Thus, local government is the most important and immediate field for the inhabitants of a state to exercise their democratic responsibilities.

Democratic government is accountable government.⁶³ Local government should therefore assume an important place in the ideas of democratically minded people. Its close relationship to the public makes it ideally suited for the purpose of broadening the base of democracy. This closeness makes local government logically the best suited level of governmental authority to educate people to respect and approach positively the execution of governmental powers.⁶⁴ Nowhere can the art of governing be better learned than on the local government level, the true foundation on which the national political structure of a State is based.

Local government implies decentralisation, which in turn could promote efficiency and effectiveness in the administration of public affairs. Decentralisation can also be used as an instrument for nation building, particularly if it is specifically designed to promote national unity and to reduce turbulence.⁶⁵ If properly managed to accommodate divisions in society, the creation of local authorities could contribute to a reduction of resistance and towards harmonious government, since it could deflect political conflict away from the central level of government.

3.2.4 Raison d'etre and Functions of Local Authorities

Every public institution, and a local authority as a public institution, is created to pursue one or more of the goals mentioned in the preamble to the Republic of South Africa Constitution Act, 1983 (Act 110 of 1983). It can be said that local authorities are created specifically to-⁶⁶

- i) contribute to the upholding of Christian Values⁶⁷ (religious values) and civilised norms;
- ii) secure the maintenance of law and order;
- iii) further the contentment and the spiritual and material welfare of all;
- iv) further and protect the self-determination of population groups and peoples; and
- v) provide for elected and responsible forms of government best suited to the traditions, history and circumstances of the land.

Further, it should be remembered that local authorities comprise urbanised communities which are groups of people living together in a particular locality.⁶⁸ The needs of each community will differ from locality to locality. For example, in Durban people make use of the beaches to relax and swim during the summer days, while people inland do not have beaches. The basic need for swimming is, therefore, satisfied by making use of swimming pools.⁶⁹ About five years ago in Boksburg, Transvaal, a man-made beach with bathing and relaxing facilities was provided for the local community. However, the basic needs of each group will be the same. For example, all communities need streets, sidewalks, refuse removal, transport, water and lights, parks and recreational facilities.

There should, therefore, be persons and institutions to cater for these needs. The provision of goods and services for the welfare of local communities is the responsibility of local authorities who function in a specific locality or municipal area.⁷⁰ Local authorities are responsible for,

inter-alia, pavements and stormwater drainage, construction of streets and roads, provision of water, provision of electricity, abattoirs, rubbish and night-soil disposal, health services, protection of the environment, community development, housing and slum clearance, town and city planning, licences, passenger transport services, cemeteries and crematoriums, and the provision of parks and recreational facilities.⁷¹

Gildenhuys classifies the functions of local authorities into two categories namely:⁷²

- i) Line functions: these are the order and protection functions, social welfare functions; and economic welfare functions.
- ii) Staff functions: these are financial services, personnel services, legal advice services, organisations and work study services, office and secretarial services.

Gildenhuys is of the opinion that the line functions are generally supported by these staff functions. For the purpose of this dissertation the line functions will be briefly mentioned as described by Gildenhuys:

- i) Order and protection functions: defence function, police function, justice function, correctional and prison function, state security function, civil protection function and traffic police function.
- ii) Social welfare function: the following are examples of the social welfare functions - health function, social security function, teaching and training function, housing function, sport and recreation function, cultural advancement function and human sciences research function.
- iii) Economic welfare functions: generally the following economic welfare functions are undertaken by authorities - the regulation of the economy, the stimulation of economic growth, the maintenance of the

economic order, provision and preservation of economic infrastructure, erection and establishment of business and state industrial organisations and research.

These are some of the classifications of functions of local government as expounded by Gildenhuis. It will be appreciated that all the needs and expectations of the public will never be satisfied in full. This state of affairs is dictated by the fact that the resources of the public will always be insufficient and that the people will be unable to pay for everything they would like to have. Therefore, the public should elect representatives to serve on councils of local authorities who would do their utmost to see to it that the needs and desires of the public are satisfied to the optimum. These representatives would have to try to provide goods and services in sufficient quantities at the lowest prices. For example, an important service provided by local authorities would be the provision of parks and recreational facilities, the theme of this dissertation.

3.2.5 Local Government and the Rendering of Parks and Recreational Facilities

Local government operates in terms of legislation which confers authority to perform a number of functions and to render a number of services. Local authorities thus have received discretionary authority from a higher authority, namely central government, to perform these functions. It is evident that it provides a multitude of services. It is concerned with the overall economic, cultural and physical well-being of the community.

From this it can be discerned that a local authority, and therefore also Durban, has a moral obligation to render parks and recreational services which, incidentally, are a social welfare function. Since central government cannot undertake all functions, local government, nearest to the people, thus undertakes to provide various services to the

community of the locality. There is further evidence that local authorities also have to meet the changing social conditions of the population of South Africa. This has placed a marked emphasis on the provision of parks and recreational facilities for the needs of the different population groups, the youth, elderly, handicapped and the deprived.

Why should local government have a moral obligation? This is because the inhabitants of a locality may not be able to afford certain recreational pursuits due to socio-economic conditions and their standard of income. The local authority would thus provide parks and recreational facilities.

It should be remembered that government is the process we use to carry out societal functions in an orderly fashion. It has been stated that without government, anarchy and chaos would engulf us all. Government does for its people collectively what they are unable to do individually. There was a time when government was largely concerned with the security of those it served. Its basic responsibility was to protect the public from outside threats and to maintain law and order within its political boundaries. All social institutions, if they are to survive, must change as conditions and needs of the people change. Government has done so. It has widened its interests and multiplied its services, at all levels, to contribute more effectively to the welfare of the people.

Because democratic government is concerned with the well-being of its citizens and because recreation experiences contribute to that well being, organised parks and recreation services became a function of local government. It is not an exclusive responsibility. Many groups are involved in the provision of recreation and leisure opportunities. It is both a collective and an individual enterprise with local government providing the basis of operation.

Various arguments are offered in support of government involvement in parks and recreation. One of these is the moral obligation. It was previously believed that recreation services were a private matter and could best be provided through private groups and industry. This view is still held but less often expressed. The following five factors can be considered as being part of the moral obligation argument:

- i) Local government is the only agency that is supported and could serve all segments of the population of a locality. It does this without discriminating according to the age, sex, race and economic condition of those served.
- ii) Local government has the financial resources to acquire, establish, improve and operate recreation and parks facilities to meet the public's need.
- iii) Local government alone has the power of eminent domain. It is the only agency that has the right to take or authorise the taking of private property for public use when such action is in the best interests of the public.
- iv) Local government is continuous and permanent. It is in the best position to develop the basic policies upon which effective recreation and parks services depend.
- v) Local government is in the best position to provide the greatest level of service at a minimum unit cost. It is able to do this because it serves the public in volume and without concern for programme exclusiveness.

Perhaps the most convincing of all arguments for recreation and parks as a function of local government is the fact that people view it as a service of government to the community. It could be stated that it is equally available for rich and poor, for people of all ages, racial backgrounds, social status, political persuasions and religious preferences; for boys and girls, men and women; and it gives to all the opportunity to engage in activities of their choice.

It should be remembered that one of the principles of democracy is that unless all the people have a fair opportunity for a good life, the nation as a whole cannot prosper. The public educational system is based on the principle that it is essential for all the people to be able to read and write, and think. It is admittedly unsafe and contrary to the public interest for part of the population to be without health services. Similarly, it has been demonstrated that the city cannot afford to have a part of its people deprived of opportunities for wholesome recreation. In fact it makes good sense to spend public funds to provide for them.

4. SUMMARY

The various definitions given of government, local government, authority and local authority underscore the importance of local government in contemporary times. Furthermore, the exposition of governmental structures prevailing in South Africa with particular emphasis on those operating in the Natal region sets the scene for a meaningful discussion on the provision of recreation, leisure and park facilities in the ensuing chapters.

It became evident that local authorities have developed extensively in South Africa since the early days of colonial rule. Thus, local authorities play an important role in the executive tier of the state machinery. They are, however, bound by the laws and directives of the central government and provincial administrations.

It is also clear that local government is the smallest and most approachable unit in the total public administration system. It plays a major role in breaking down barriers between the individual and the Government. It is less difficult to influence decision making at the local level than

to do so at the national level. This makes the local authorities well suited to attend to the developmental needs of communities.

Moreover, maximum delegation of authority from central to local governments should prevail to ensure dynamic, smooth, effective and efficient public administration of the affairs of the citizenry.

Finally, research has shown that local governments are responsible for the promotion of the welfare of the local communal services. These communal services could include, inter-alia, the construction of roads, pavements and stormwater drainage, rubbish and night soil disposal, health services, protection of the environment and the provision of parks and recreational facilities. It has also been shown that a local authority, and therefore also Durban, has a moral obligation to render parks and recreational facilities and services which incidentally is a social welfare function.

In the following chapter emphasis will be placed on the need for recreation as human needs by looking at the concepts of play, recreation and leisure and thereafter placing recreation into perspective according to the characteristics of a community with regard to age.

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26. Local administration also known as municipal administration refers to the specific types of administration found in municipal areas enjoying local self-government. Due to the unique characteristics of each local area, the frame of reference of municipal administration could enjoy differences in emphasis from town to town. The uniqueness of municipal administration, could according to Adlem and du Pisani be attributed to certain factors. These factors are categorised to be the external municipal environment, the urban political process and internal municipal environmental factors. vide, Adlem, J. and du Pisani, A.: Stedelike Politiek en Administrasie: 'n Inleiding, Haum Educational Publishers, Pretoria, 1982, p. 100. For a more detailed discussion on local government see also, Fox, W. and Wissink, H.F.: Macro-Organisation of Public Institutions, University Publishers and Booksellers, Stellenbosch, 1990, pp. 82-144 and Gildenhuys, et. al., Public Macro-Organisation, Juta and Company, Ltd., Kenwyn, 1991, pp. 83-173.
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30. The work processes can be divided into groups namely the generic functions (processes), the functional activities (work processes) which is generally the responsibility of the lower echelon officials and the auxiliary functions (processes) such as communication, decision making, and research. All these functions are inter-related, interdependent and mutually inclusive. In other words all these functions cannot be carried out in isolation.
31. Stanyer, op. cit., p. 10.
32. For a detailed discussion on the types of local authorities, see Gildenhuys, J.S.H.: *A Comparative Study of Alternative Options for Local Government and Management in South Africa*, University of Stellenbosch, Stellenbosch, 1987, pp. 8-16.
33. In metropolitan regions, established and autonomous local authorities are located adjacent to each other and are often dependent on the same resources. Thus it is imperative that there is some form of co-operation between local authorities to ensure the cheapest rendering of services to their respective communities. Regional services councils can be viewed as secondary local authorities and they are established with the purpose of rendering services jointly at the local government level.
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36. The new Constitution originates in the constitutional guidelines announced by the Prime Minister, the Honourable P.W. Botha, on 30 July 1982 and is the culmination of the work of successive governments and an on-going process initiated in the early seventies. The Theron Commission was appointed in 1973 to inquire into all matters pertaining to the Coloured population including their political position. The Commission's proposals led to the appointment of a Cabinet Committee under the control of the then Prime Minister P.W. Botha to investigate ways and means of taking the political and constitutional developments of Whites, Coloureds and Indians a step further. The recommendations of the Cabinet Committee were embodied in the Government's 1977 constitutional plan. Thereupon, the plan was referred to a Select Committee under the chairmanship of the Honourable A.L. Schlebusch. Later this Committee was converted into a Commission of Inquiry which recommended, inter-alia, that an expert advisory body, the President's Council be established to give further consideration to the whole question of constitutional development. The President's Council submitted its

recommendations in May 1982. The guidelines of the government followed a thorough analysis of these recommendations. The draft constitution was tabled in parliament on 15 August 1983. On 9 September 1983 Parliament adopted the draft Constitution with a two thirds majority. This resulted in elections being held for Coloureds (House of Representatives) and Indians (House of Delegates) the following year and the tricameral parliamentary system came into being on 14 September 1984. vide, Department of Foreign Affairs, Republic of South Africa Constitution Act, Government Printer, Pretoria, 1983 and see Cloete, J.J.N.: *Parliaments of South Africa*, J.L. Van Schaik (Pty.) Ltd., Pretoria, 1985 and see Basson, D. and Viljoen, H.: *South African Constitutional Law*, Juta and Company Ltd., Cape Town, 1988. Further to this it can be stated that the present constitution which brought about the concept of own and general affairs is about to change in view of the unbanning of a number of political organisations for example the African National Congress, Pan African Congress amongst others and the government's commitment to engage in negotiations with the various political actors as South Africa prepares to move towards a post-apartheid society.

37. Republic of South Africa Constitution Act, 1983 (Act 110 of 1983) sections 30 and 37.
38. The cabinet usually consists of members of the majority party of the legislatures in the three Houses and administers general affairs.
39. Each House has a Minister's Council which has the support of the majority party and administers own affairs.
40. An urban area has a geographic area, a population, street, sidewalks, and parks. The complicating aspects are that every city, town or village is situated on a unique area with its own physical characteristics, every city, town or village is a unique cluster of buildings with its peculiar physical infrastructure of streets etc., every city, town or village has its unique population, the citizens of every city, town or village have their own ways of making a living and of living together in such a manner that they constitute a community. vide, Cloete, J.J.N.: *Local Government Administration*, Institute of Town Clerks of Southern Africa, Pretoria, 1978, p. 1.
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44. Loc. cit.
45. Ibid, section 16.

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50. Provincial Government Act, 1961 (Act 32 of 1961) section 84 (1) (f).
51. Provincial Government Act, 1986, op. cit., section 22.
52. Cloete, *Town and Cities: Their Government and Administration*, op. cit., p. 34.
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 - i) Black (Urban Areas) Act, 1923 (Act 21 of 1923);
 - ii) Black Urban Areas Consolidation Act, 1945 (Act 25 of 1945);
 - iii) Urban Black Councils Act, 1961 (Act 79 of 1961);
 - iv) Black Affairs Administration Act, 1971 (Act 45 of 1971).
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CHAPTER TWO

RECREATION AS HUMAN NEEDS

1. Introduction

As indicated in the previous chapter, local authorities provide a number of essential services to local communities, one of which is the establishment of sufficient recreational facilities. Understandably, the ever-increasing flow of people to towns and cities makes it increasingly difficult to provide these services as and when required. Nevertheless, recreational facilities are of prime importance to the contemporary citizen living in a jungle of bricks and mortar. In order to describe the administrative aspects of parks and recreational facilities at the local government level with reference to the Durban Municipality a perspective must be given.

To date, little, if any, research has been done on the philosophy and need for recreational facilities in local communities. Therefore, a study of the concepts of play, recreation and leisure is imperative. Such a study is deemed necessary to provide the local government policy-maker with more information on the importance and need for the provision of such services for the improvement of the social environment, i.e. recreational facilities provide for intellectual, physical and social growth.

If the broad field of recreation and parks is considered, a beginning should be made by clarifying terms and concepts. Thus in this chapter the terms play, recreation and leisure have frequently been used interchangeably. They do, however, have distinctly different meanings and it is important to understand and comprehend these differences. Almost everyone believes that he or she has an adequate understanding of the words leisure, recreation and play. Even though the different meanings have been carefully and logically thought

through, some may be unable to interpret what others may be implying by their usage. The purpose, therefore, is to search for clarity in the understanding of these words.

In doing this, it is important to get to know the characteristics of the community with reference to various age groups and special groups and to deduce their needs accordingly. However, it is not always easy to deduce these needs correctly as they differ from one community to the next, particularly with regard to prevalent political, economical and spiritual norms. Nevertheless, these characteristics do convey a general impression of what the different needs of a community could be. For example, knowledge of the various age groups and their specific needs provides the horticulturist in a parks and recreation department, the landscape planner, the recreation administrator and the administration and management of the department with the insight required for planning, developing and maintaining better parks. It also provides the recreation officer with more insight and enables him to determine what to offer in the park or recreational areas to ensure maximum utilisation and involvement at all possible times. The recreation officer must at all times try to include the entire community in the programme. He will be able to do this better with knowledge about the various age groups. The officer should also realise that some activities suit some groups better than others.

In the ensuing discussion a matrix is sometimes employed or a brief summary of activities is given, because it is easier to read and understand such a matrix or summary. These matrices or summaries will be presented from the point of view of the recreation administrator. The matrices will ensure successful space utilisation, because management will take note of the importance of involving the various age groups in the utilisation of facilities.

The above aims will be achieved by setting the following objectives:

- i) A synthesis of meaningful views pertaining to various definitions of play, recreation and leisure is given.
- ii) Recreation and parks as human needs.
- iii) Life cycle and life stages.
- iv) Characteristics of the community according to age and the uses of recreation, and
- v) Recreation for other groups.

2. Concept Play

2.1 Meaning of Play

The word play is derived from the Anglo-Saxon 'plega' meaning a game or sport, skirmish, fight or battle. This is related to the Latin 'plaga', meaning a blow, strike, or thrust. It is illustrated in the idea of striking or stroking an instrument or playing a game by striking a ball. Other languages have words derived from a common root (such as the German 'spielen' and the Dutch 'spelen') whose meanings include the playing of games, sports and musical instruments.¹ The most common understanding of play is that it consists of enjoyable activities that we engage in for their own sake, in a free and spontaneous way. Mitchell defined play as 'self-expression for its own sake'.²

Play is traditionally thought of as a child's activity, in contrast to recreation, which is usually described as an adult activity. De Grazia expresses this view saying "Play is what children do, frolic and sport ... Adults play too, though their games are less muscular and more intricate. Play has a special relation to leisure ... When adults play, as they do, of course they play for recreation."³

Kaplan reinforces this view, suggesting that the term play is used in one of two senses:

- "a) a light, informal, make believe action, such as the play of children,
- b) a more formal, stylised, intense and even serious presentation of some aspect of life on a stage."⁴

Linked to this meaning of play is the idea that it is not serious or in earnest. Ellis points out that play has traditionally been regarded as trivial or fruitless, in contrast to work which is in earnest and is purposeful. He writes that:

"In societies with a strong streak of puritanism, play by virtue of being unrelated to survival, production and profit, stood outside and inferior to the process of work. This attitude is still strong. The word 'just' is regularly added to play to indicate that the behaviour is not only non-critical but also trivial."

The reality, however, is that play is far more than merely 'frolic and sport' or light, informal make believe activity."⁵

Instead, it does have serious purpose and value in the lives of both animals and humans. Throughout history, the phenomenon of play has been a serious concern of philosophers and educators. The first serious attempts to define play and to formulate theories that would clarify its purpose occurred in the nineteenth and early twentieth centuries.

2.2 Play Defined

No single idea is expressed by the word play. An attempt will be made to define the word play as expressed by different people.

Karl Groos⁶ asserted that,

"play is primarily a preparation for adulthood. It arises in the child as a result of the appearance of certain instincts that impel him to a great variety of activities namely running, jumping, fishing or swimming, essential to meet the demands of later life. Yet childhood is something to be fulfilled for its own sake, not simply a preparation for adulthood. The play experiences of childhood contribute to the individual's effectiveness in later years, but they cannot adequately be interpreted as merely training for the functions of adult life."

Serena Arnold⁷ is of the opinion

"that the word play stems from German idioms and fused with English provides us with many more referents than simply to move swiftly, frolic, or play a game for amusement. The word encompasses the whole spectrum of ways of playing, modes of playing and conditions of playing, bringing together referents from a variety of languages. The case may be established that play has focal meaning of a harmonious of sheer fantasy and powerful realism."

Felix Keesing⁸ described play as having several key functions-

- i) pleasurable, or hedonistic effects;
- ii) relaxing or energy restorative functions;
- iii) integrative effects, which develop stability and cohesion among both individuals and groups in society;
- iv) therapeutic or sublimative functions which channel off conflicts, aggressions and hostilities;
- v) creative opportunities for innovation and self-expression;
- vi) communicative functions, which assist learning and habit formation among both children and adults; and

vii) symbolic values in expressing cultural values and beliefs.

Huizinga⁹ advances the notion that:

"play pervades all of life, it has certain characteristics. It is a voluntary activity, marked by freedom and never imposed by physical necessity of moral duty. It stands outside the realm of satisfying physiological needs and appetites. It is separate from ordinary life both in its location and its duration, being played out within special time periods and in such special places as the arena, the card table, the stage, and the tennis court. Play is controlled by special sets of rules and it demands absolute order. It is also marked by uncertainty and tension. Finally it is not concerned with good or evil, although it has its own ethical value in that its rules must be obeyed."

Eriksen¹⁰ sees play as

"a function of the ego, an attempt to bring into synchronisation the bodily and social processes of which one is a part ... the emphasis being placed on the ego and need to master the various areas of life".

Norbeck¹¹ has said that

"play is both a biological and sociological phenomenon. Play may be defined as voluntary, pleasurable behaviour, that is separated in time from other activities and that has a quality of make believe."

Hall¹² explains play

"as the result of biological inheritance and as the motor habits and spirit of the past race."

Play appears to be a generic term that represents all play and all forms of play. For the purposes of this dissertation it can be said that play is effort in which the satisfactions are in and a part of the activity itself. The goals are immediate and they are accomplishable. It is activity scaled down to the capacity of the performer so as to provide a balance of success and failure possibilities with the result that there is always hope of achievement. Play is its own reward and no other inducement is needed. Play is self expression for its own sake.

3. Concept Recreation

3.1 Meaning of Recreation

Historically, the term 'recreation' stems from the Latin word 'recreati', meaning that which refreshes or restores. In its traditional sense, recreation has been regarded as a period of light and restful activity, voluntarily chosen, which restores one from heavy obligatory activity or work. This view is essentially the same as the recreation theory of play described earlier.¹³ Even in the modern era, this point of view is often expressed.

De Grazia¹⁴ wrote:

"Recreation is activity that rests men from work, often by giving them a change (distraction, diversion) and restores (recreates) them for work. When adults play as they do, of course, with persons, things and symbols, they play for recreation. Like the Romans our own conception of leisure is mainly recreative".

This point of view lacks acceptability today for two reasons. First as most work in modern society becomes less demanding, many people are becoming more fully engaged, both physically and mentally, in their recreation than in their work. Thus, the notion that recreation should be relaxing and light is far too limiting. Second the idea that recrea-

tion is primarily intended to restore one for work has no meaning for such groups as ageing persons who have no work, but who certainly need recreation to make their lives meaningful.¹⁵

A modern definition of recreation should not stress its justification as a means of restoring individuals to do further work. Instead, recreation should be regarded as worthy in its own right, a means of meeting a number of important human needs and part of a full and happy life. However, one part of this earlier definition does still apply. Recreation is not part of work, but by definition is outside of work.¹⁶ This represents a clear difference between play and recreation; play may be part of one's work but recreation is not.

In contrast to work which is often thought of as tedious, unpleasant and obligatory, recreation has traditionally been thought of as light, pleasant and revitalising. However, this contrast too should be rethought. A modern holistic view of work and recreation would be that both have the potential for being pleasant, rewarding and creative and that both may represent serious forms of personal involvement and deep commitment.

3.2 Recreation Defined

Recreation has several connotations. As it reveals varied attitudes, beliefs and cultural backgrounds, recreation has a unique meaning for each person. Some people may deny its value that others may extol. There are different schools of thought as to what recreation actually is. The older traditional point of view is that recreation is an activity, the other more recent point of view is that recreation is not an activity, but rather the psychological or emotional outcome of participation. An attempt will be made to give different definitions of recreation and thereafter to arrive at a workable one for purposes of this study.

Kraus¹⁷ describes the various views of recreation and indicates the particular elements inherent in the definitions-

- i) recreation is widely regarded as activity (including physical, mental, social or emotional involvement) as contrasted with sheer idleness or complete rest;
- ii) recreation may include an extremely wide range of activities, such as sports, games, crafts, performing arts, arts, music, dramatics, travel, hobbies, and social activities;
- iii) the choice of activity or involvement is completely voluntary rather than because of outside pressures, compulsory or obligatory;
- iv) recreation is heavily dependent on a state of mind or attitude, it is not so much what one does as much as the reason for doing it and the way the individual feels about the activity, that makes it recreational;
- v) recreation is prompted by internal motivation and the desire for achieving personal satisfaction, rather than ulterior purpose or other extrinsic goals or rewards; and
- vi) recreation has potentially desirable outcomes, although the primary motivation for participation is personal enjoyment, it may result in intellectual, physical and social growth.

There is a more recent interpretation of recreation which combines some elements as noted by Kraus and which reflects a humanistic perspective and a contemporary assessment of the human condition. Gray and Greben suggest that the recreation experience is characterised by three important elements: aesthetic experience, achievement of a personal goal and positive feedback from others.

Gray and Greben¹⁸ offer the following definition:

"Recreation is an emotional condition within an individual human being that flows from a feeling of well being and self-satisfaction. It is characterised by feelings of mastery, achievement, exhilaration, success, personal worth and pleasure. It reinforces a positive self-image. Recreation is a response to aesthetic experience, achievement of personal goals or positive feedback from others. It is independent of activity, leisure or social acceptance."

Gray's and Greben's view provides for a full range of internally motivated, pleasurable forms of expression. It is not linked to leisure time which is often equated with quantitative outcomes and suggests that each individual is the sole interpreter of one's own recreation experiences. Murphy et al¹⁹ state that:

"a definition of recreation which recognises individual potential and responds to the developmental traits of each participant seeking optimal satisfaction is qualitative and underscores the view articulated by Gray and Greben as well as Neumeyer and Neumeyer, which seeks to promote the realisation of self-worth by each individual participant."

Recreation, then, represents a wide and complex variety of individual differences which have potentiality for influencing recreation behaviour.

"By viewing recreation as an individual response which may reflect social, physical and emotional behaviour, the primary objective of recreational agencies is to provide opportunities for people to optimise and fulfil internal need drives and to represent the total human personality."²⁰

Thomas Kando²¹ suggests that intellectual pursuits should not really be thought of as forms of recreation but that

"recreation frequently refers to sports and outdoor activities and almost never refers to activities that are intellectually strenuous. Unlike the leisure ideal, recreation describes activities that are generally not edifying."

This is an unfortunately narrow point of view, both in its theoretical base and its practical implications. There is no reason why intellectual, artistic or other culturally significant activities should not be considered legitimate forms of recreational participation.

One school of thought maintains that any form of voluntary chosen, pleasurable activity carried on in one's leisure time should be regarded as recreation. This view is supported by behavioural scientists in recent years who have begun to refer to "recreational sex" or "recreational drug abuse."²² Jensen takes the opposite view that recreation must be wholesome for the individual and to society and must serve to recreate the participant physically, psychologically, spiritually or mentally.

He writes²³

"In order to qualify as recreation, an activity must do something desirable to a participant. It must enrich him and add joy and satisfaction to an otherwise routine day. Recreation should be clearly distinguished from amusement, time-filling or low quality participation."

Whether or not one accepts this position, it is important to recognise that all publicly financed programmes must have significant goals and objectives to deserve and obtain support. It therefore becomes necessary to make an important distinction. Recreation as such may not imply social accept-

ability or a set of socially oriented goals or values. When, however, it is provided as a form of community-based service, supported by taxes or voluntary contributions, it must be attuned to prevalent social values and must be aimed at achieving desirable and constructive results.

Elliot Avedon points out that recreation is a significant institution in the modern community that represents a form of collective behaviour carried on within specific social structures. He writes that:²⁴

"as in the case of other social institutions, recreation has form, structure, traditions, patterns of operation and association systems of communication and a number of other fixed societal aspects ... It has a formal relationship pattern sanctioned by society, a form of and structure that arises and persists because of a definite felt need of the members of society, as in the case of education and the hospital system."

Recreation, once generally regarded as chiefly the responsibility of the family, the church (or other religious denominational bodies), or other local social bodies, has now become the major responsibility of a number of departments or agencies in our modern industrial society. These may include public, voluntary or commercial institutions that operate parks, beaches, zoos, aquariums, stadiums or sport facilities.

A plethora of definitions and explanations of recreation has been given but for purposes of this study recreation can be defined as any activity or form of experience in which an individual engages from choice because of the direct personal enjoyment which it brings. This definition puts emphasis on recreation being personal and also shows why activities are as diversified as the individual.

4. Concept Leisure

4.1 Meaning of Leisure

The statement is frequently made that one of the most crucial challenges of the present day is the need to come to grips with the 'new leisure'. What exactly is leisure? Etymologically, the English word 'leisure' seems to be derived from the Latin 'licere', meaning 'to be permitted' or 'to be free'. From 'licere' came the French 'loisir', meaning 'free time' and such English words as 'license' (meaning originally immunity from public obligation) and liberty.²⁵ These words are all related; they suggest free choice and the absence of compulsion.

The early Greek word 'scole' or 'skole' meant 'leisure'. It led to the Latin 'scola' and the English 'school' or 'scholar' thus implying a close connection between leisure and education. The word 'scole' also referred to places where scholarly discussions were held. One such place was a grave next to the temple of Apollo Lykos, which became known as the 'lycee', meaning 'school', again implying a bond between leisure and education.²⁶

From a conceptual point of view, 'leisure' has traditionally had at least five, widely found meanings,²⁷ namely-

- i) the classical view of leisure, as exemplified in the writings of De Granzia and Pieper;
- ii) the view of leisure as a function of social class;
- iii) the concept of leisure as activity carried on in free time;
- iv) the concept of leisure as free time; and
- v) the concept of leisure as a state of existence or way of being.

An attempt will be made to define leisure by giving definitions pertaining to the above.

4.2 Leisure Defined

What is leisure? There is generally no accepted definition. This could be attributed to the confusion surrounding a definition of leisure which stems from leisure meaning different things to different peoples at different times.

Although there is a wide variation in the definitions pertaining to leisure, one common element prevails, namely the time factor.

Definitions of leisure offered by the Oxford Dictionary²⁸ for example include 'spare time', 'time free from work', 'have for sport', 'not occupied when there is', 'when one has free time', 'please look through these papers at your', and 'having plenty of time available'.

According to the Dictionary of Sociology²⁹ leisure is the "free time after the practical necessities of life have been attended to. The adjective leisure means being unoccupied by the practical necessities, as leisure hours, the adverb leisurely applies to slow, deliberate, unhurried undertakings. Conceptions of leisure vary from the arithmetical one of time devoted to work, sleep, and other necessities, subtracted from 24 hours, which gives the surplus time to the general notion of leisure as the time which one uses as he pleases."

Any discussion of leisure revolves not only around the concept of time but also around its relation to work.

Anderson³⁰ maintains that leisure is best understood against the background of work.

"It was begotten of work and is rooted in work but the two have parted company."

He refers here to modern man. Leisure as contrasted with work was largely foreign to primitive societies where each member of the community had his prescribed share of labour and play. For one thing, most work used to be on the land, which is difficult to 'compartmentalise' in terms of time. Furthermore, traditional work was filled with irrational practices, customs and rituals which meant that work had a built-in mechanism for relief from tension. Thus any distinction between work and play was blurred. Modern man, however, works largely in order to have leisure and at the same time enjoys leisure as a diversion from work.

While this may be so, it is equally true, says Anderson,³¹

"that modern man works to get ahead, with leisure turning out to be an unintended and unprepared for by-product of work."

According to Pieper³²

"leisure does not exist for the sake of work, however much strength it may give a man to work, the point of leisure is not to be a restorative, a pick-me-up, whether mental or physical. Leisure, like contemplation, is of a higher order than the active life [it involves] the capacity to soar in active celebration, to overstep the boundaries of the workday world and reach out to superhuman, life-giving existential forces that refresh and renew us before we turn back to our daily work."

Pieper goes on to say that leisure does not represent mere idleness, indeed this is the very opposite of leisure, and De Granzia stresses the view that free time is not necessarily leisure; anybody can have free time, but not everybody can have leisure. "It is an ideal, a state of being, a condition of man, which few desire and fewer

achieve."³³ Both authors agree that leisure involves a spiritual and mental attitude, a state of inward calm, contemplation, serenity and openness.

According to Dumazedier, leisure fulfils three functions: relaxation, entertainment, and personal development. He states that:³⁴

"Leisure is activity apart from the obligations of work, family and society to which the individual turns at will, for either relaxation, diversion, or broadening his individual and his spontaneous social participation, the free exercise of his creative capacity."

Dumazedier indicates that while socio-economic conditioning governs most activities in society, they are increasingly giving way to leisure activities which tend to affect the determining institutions of work, religion, and the family as we move towards a post-industrial society. The growing amount of spare time, a result of shortening work-weeks, increases in paid vacations, earlier retirement and longer life span, tends to be dominated by the dynamics of leisure.³⁵ Veblen saw leisure as a total way of life for the privileged class, regarding them as exploiters who lived on the toil of others. He coined the phrase 'conspicuous consumption' to describe their way of life throughout history.³⁶

He goes on further:

"the gentleman of leisure ... consumes freely and of the best in food, drink, narcotics, shelter, services, ornaments, apparel, weapons and accoutrement ... He must cultivate his tastes, he becomes a connoisseur ... and the demands made upon the gentleman in this direction therefore tend to change his life of leisure into a more or

less arduous application to the business of ...
conspicuous leisure and conspicuous
consumption."³⁷

This definition basically depicts leisure as a symbol of social class.

Neulinger writes that leisure³⁸

"means to be engaged in an activity performed for its own sake, to do something which gives one pleasure and satisfaction, which involves one to the very core of ones being. To leisure means to be oneself, to express one's talents, one's capacities, one's potential."

This concept of leisure implies a life style which is holistic, in the sense that one's view of life is not sharply fragmented into a number of spheres such as family activities, religion, work, and free time.

Looking at all the different views presented on the concept of leisure, a definition for purposes of this study would be that leisure implies freedom of choice, must be seen as being available to all, whether they work or not, and is that portion of an individual's time which can be used in a variety of ways, either to meet one's personal needs for self-enrichment, relaxation or pleasure or to contribute to society's well-being.

5. Recreation as Human Needs

There has been a recent and increasing awareness of the importance of recreation and of the point that this is, in fact, a human need.³⁹ It is acknowledged that the neglect of recreation can lead to frustration and ultimately conflict and possibly social unrest.⁴⁰ Recreation is listed as one of

the nine basic needs by Harvey⁴¹ and by Coates et.al.⁴² and it is one of Smith's⁴³ seven general criteria of social well-being.

Theories dealing expressly with the concept of recreation need are, however, lacking. Recreation researchers have therefore had to look to those classifications of human needs within which recreation can be accommodated and conceptualised.⁴⁴ It is stated that the individual has certain fundamental human needs that must be fulfilled if one is to sustain life and survive. The way they are met determines our physical and mental health and how one develops and functions as a total person. The individual's needs are arranged into two overall categories:

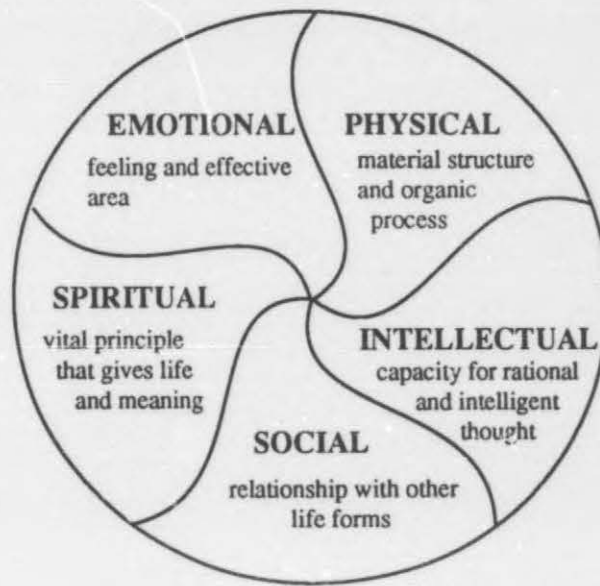
- i) the need for physical security and love, and
- ii) the need to meet self-esteem needs and accommodate the drive towards growth and self-fulfillment.⁴⁵

These categories of basic human needs are encompassed by five aspects of living:

- i) emotional, ii) intellectual, iii) physical,
- iv) social and v) spiritual.

Figure 4⁴⁶ explains the interrelationship of the five aspects of living.

FIGURE 4 : The Interrelationships of the Five Aspects of Living



Brill⁴⁷ comments on the interrelationship of these areas as follows:

"This is a dynamic interrelationship in which each is continuously affecting and being affected by others and there is no real and complete understanding of what is happening in one without understanding what is happening in the other."

Another taxonomy of need is that proposed by Abraham Maslow⁴⁸. He developed a hierarchy of needs which he stated that every drive is related to the satisfaction or dissatisfaction of other drives. He arranged his need hierarchy in an ascending order with the initial need level being more concerned with material needs to sustain life including -

- i) physiological needs (food, rest, exercise, shelter, protection from the elements and other basic survival needs);
- ii) safety needs (self-protection needs on a secondary level, protection against danger threats or other forms of deprivation), to less concrete ones for loving and being loved;
- iii) social needs (needs for group associations, acceptance by one's fellows, giving and receiving affection and friendship), to more personally and enhancing and enriching needs;
- iv) ego needs (needs for enhanced status, a sense of achievement, self-esteem, confidence and recognition of others); and
- v) self-fulfilment and self-actualisation needs (needs for being creative and realising one's maximum potential in a variety of life spheres).

The self-actualising person is not an individual who has stopped growing. Indeed, growth is a continuous and essential concomitant of the life process. Each individual receives at conception an imprint with a maximum potential for developing in every area of self and if given favourable external conditions will mature throughout his lifetime towards the level of his maximum capability.⁴⁹

Maslow's views have, of course, been the subject of considerable debate and disagreement, primarily concerning the hierarchical structure of the model.⁵⁰ For the most part, though, the contents of the conceptualisation have not, in themselves, been the cause of undue debate. Farina,⁵¹ applying Maslow's classification more specifically to leisure, argues that self-actualisation could be considered as the end goal of recreation and parks. He proposes further that Maslow's scheme offers an explanation for the wide range of activities and motivations that have been attributed to leisure.

Whenever an individual is functioning at the level of self-actualisation and is freed from the urgent demands of lower-level needs, he or she is liberated to literally play at or challenge lower level-needs. According to Farina, the physiological needs of hunger, thirst, sex and activity, for example, when not faced with the urgency of unsatisfied need, find expression in the activities of the gourmet, the connoisseur, the Don Juan and the athlete. Challenging physical safety, justice or predictability by parachuting, white collar crime and gambling are, Farina argues, also examples of recreation activities that have their more serious counterparts lower down the needs ladder. At different points in time, society, space or individual circumstances, the freely chosen risk-taking behaviour of the mountaineer, canoeist or deep sea diver become matters of challenge and necessity.

Clearly, Maslow's hierarchical need scheme (and Farina's application of it) represents an over-simplification of reality, but such classification does offer a first step towards the understanding and empirical study of human needs, as is recognised in a research paper of the United States Office of Education:

"Such a categorisation of needs provides a basis for describing an individual's welfare, or in broad terms, the quality of his life. To the extent that individuals can afford to be concerned with their higher needs and are little constrained by their lower needs, they are free to actualise themselves in whatever way is most natural to them. The more they are able to do this, the higher the quality of their lives."⁵²

Another need classification system and perhaps a more useful and realistic one than Maslow's which can be applied to recreation is that formulated by Bradshaw⁵³ in which he proposes that in any given human service field, human need can be classified as being-

- i) normative need - a need which the expert or professional defines as need in any given situation such as the basic needs for food, shelter and employment;
- ii) felt need - can be equated with want and arises typically when people are asked whether or not they need a particular service or facility;
- iii) expressed need - is felt need turned into action which is total expressed need for a service which is defined in terms of all the people who use or demand to use that service; and
- iv) comparative need - this measure of need is found by comparing the relative provision of services in various communities and defining those people who are not in receipt of a service as being in need. Thus, defined comparative need has a strong normative component which is, however, not essential. Comparative need may for instance, be defined on an equity basis involving provision according to relative need.

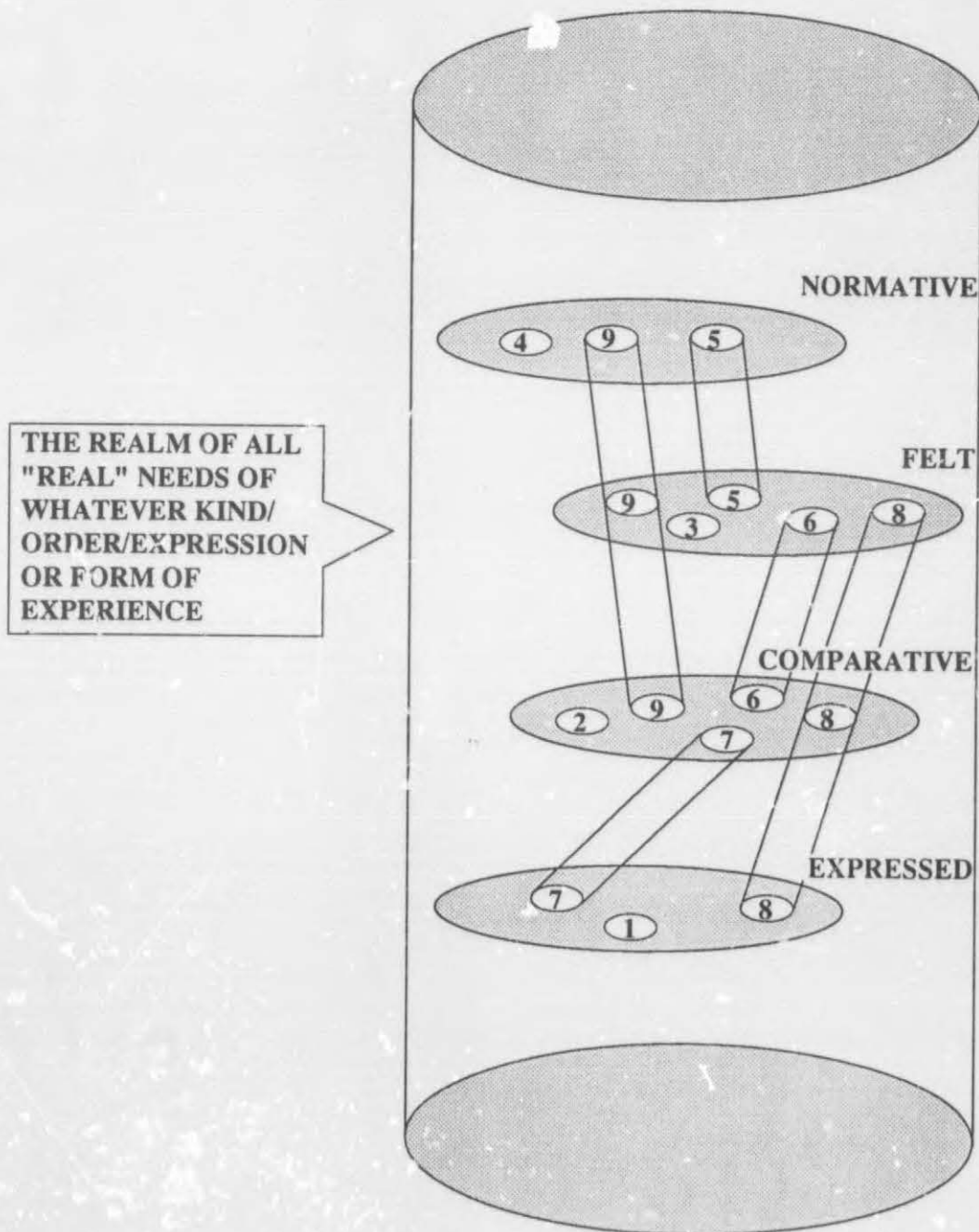
Bradshaw points out further that each of these four need categories has limitations. Normative need is, for instance, often tainted by paternalism while felt needs are dependent upon information and expressed needs on the power to act in some or other definite way. He concludes that since none of these categories alone accurately defines 'real' need, all four categories should be used in any particular field of social service study.⁵⁴

The application of Bradshaw's four part taxonomy of needs to any given situation is likely to give rise to a substantial number of categories of 'people in need'. These categories

occur because of the large number of possible combinations and areas of overlap to which the applied taxonomy can give rise.

Figure 5⁵⁵ is an attempt to express critical parts of the following verbal description diagrammatically.⁵⁶ The two complement one another and are best considered together. The diagram is a representation of Bradshaw's need taxonomy.

Figure 5: A Diagrammatic Representation of Bradshaw's Need Taxonomy



Imagine that each of the four categories of need (normative, felt, expressed and comparative) may be seen as an oval 'box', whose sides define the type of need in question and whose 'contents' are the individuals or groups who are identified with that type of need. The next situation to imagine is easy: if the boxes are linked to one another, only in so far as they deal with a common conceptual problem (i.e. needs) but have, within the constraints so set, a fair degree of freedom of movement, a range of possible combinations and overlaps can be established by varying their locations in relation to one another.

What is shown in Figure 5 is the pattern of some of the most probable of such combinations, although (it should be clear) other combinations might and could very well exist.

The first possibilities are those defined by a situation in which there is no overlap - that is to say, the situation in which all people, or particular groups of people, experience (or have) only one kind of need (types 1-4 in Figure 5). The other possibilities arise from various kinds of combinations. For instance (see type 5, Figure 5) some people may have felt needs and be defined by outsiders as having other normatively based needs, or (type 8 Figure 5), people may express certain needs, have wants which they can articulate which arise on a comparative basis.

Applying Bradshaw's need taxonomy as described to recreation, Mercer identifies normative recreation need as "the more or less precise and objective standards which are set up by experts in various fields associated with recreation".⁵⁷ An example of such a standard is the Durban-Municipality's prescription that two hectares of open space per thousand population should be set aside for recreational and parkland purposes. Communities compared with this standard and found wanting would, in terms of a normative need

definition, be considered to be recreationally in need. Mercer, following Bradshaw, states that such normative recreation need definitions are characterised by their value bias and extreme variability. Far from being standards based on well tested empirical research, they are often merely impressions or myths about recreation, which have been institutionalised by the so-called 'experts'.⁵⁸

Mercer interprets Bradshaw's concept of comparative need as having two meanings in the recreation context. The first meaning implies a comparison of the actual provision of recreation opportunities in an area or a community with those provided in other areas or in other communities. The second meaning relates to the relative ability of communities to realise the recreation opportunities which they have available to them. Recreation need in such cases is identified in terms of the 'gap' between the 'best off' area and the rest.⁵⁹ However comparative or relative recreation needs may also arise when expectations, which develop through the observation of some reference group in society, are not fulfilled in the observer's experiences.

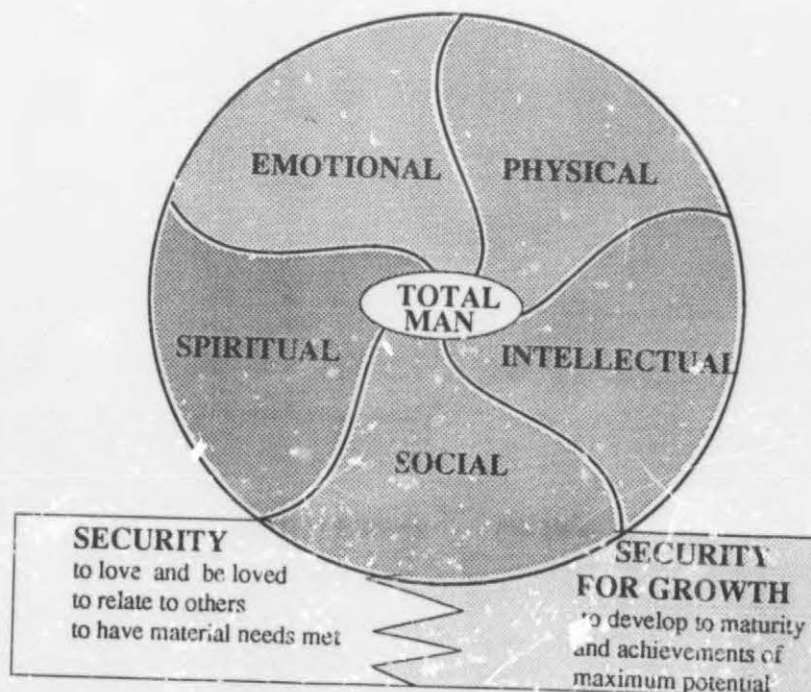
If one takes human needs further, the recreation and parks service personnel must be aware of the total individual and give full consideration to how each person can be satisfied at his level of development. Brill provides an understanding of things which can be done to assist in the development in all areas of an individual to enable him to function as a total individual:

"In general we could say that in the physical area we need a basic minimum of material supplied, stimulation, opportunity for physical development at crucial points in the developmental timetable and basic medical services that are one of the benefits of our modern society. In the area of intellectual development, we need stimulation and the opportunity to acquire and

master knowledge, each according to his own capacity, in the areas of emotional development, we need fulfilling relationships with significant other people and ability to accept and be at peace with ourselves, in the area of social growth, we need the opportunity to become socialised on an increasing capacity to relate meaningfully and effectively with people who are different from ourselves, in the area of spiritual development we need the stimulation and opportunity to find a meaning in life that transcends the mere satisfaction of needs and gives purpose and direction to the total experience."⁶⁰

Figure 6 shows how one's development is related to the fulfilment of basic needs.

Figure 6: The Development of Man Rests Upon Fulfilment of Basic Needs



It is vitally important that recreation and park personnel recognise that each individual has a need for security and dependency and contrarily also has a need for growth and independence. Each individual is unique and has unique potential for development in each of his living areas. Each aspect of an individuals potential must be seen in a dynamic interrelationship that constitutes the whole.

Life is a dynamic process. The individual moves in life through a series of developmental stages as he develops by adaptation to the changing demands of both his inherent potential and of the environment in which he lives. This progression is not a uniform state within the person nor uniform among individuals, but it occurs at a steady and a continuous pace. In working with people, recreation and park personnel must be flexible in their concept of considering a norm for development at any particular stage.

6. Life Cycle and Life Stages-

In order to serve individuals or groups of people, some system of classifying people is necessary to assure the administrator that certain age or developmental levels have not been overlooked. Just as possible programme opportunities can be classified into various groupings with different characteristics. Likewise do participants differ and it is important to understand and classify the various clientele with whom the recreation officer works. Knowing that all individuals differ, the focus would be on gaining an understanding of similarities in the many stages of people's lives. Sociologists as well as psychologists use a variety of terms to broaden the concept of grouping people by age, life-cycles, life stages and stages of human life.⁶¹

Numerous authors have suggested that an appropriate way to group people for the purpose of recreation activity planning is by age. Four to seven such age groups have been iden-

tified by various authors in the recreation and park field. In any consideration of life stages or cycles there is a hint of age-grouping. For purposes of this discussion it seems more precise to look at the many life stages and the potential an understanding of these has for the activity officer.

A discussion of the life stages of human beings is at best a generalisation and open to challenge by those examples that do not fit the norm. Nevertheless, the intention is to highlight the similarities while recognising that there are differences.

Nesselroade and Baltes⁶² make a strong point in their advice to avoid the use of grouping children, indicating that in their view, age per se is not a very relevant variable. Developmental change is more influenced by cultural movements than by age sequences.

However, grouping by age is a familiar pattern when working with children, especially those who are accustomed to such a system in school. The key, then, is to use age groups for programme activity only when it makes sense to do so, thus capturing the Nesselroade and Baltes concept. On the one hand, some activities easily accommodate a broad range, particularly programmes in theatres, art, music and dance. On the other hand, a general rule of thumb for most physical activities is to avoid organised groups with an age span greater than two or three years, particularly with young people under 18.⁶³

Erik H. Erikson⁶⁴, the noted developmental psychologist, has identified eight life cycles and labelled each as a psychosocial crisis:

Infancy	-	Basic trust versus basic mistrust
Early Childhood	-	Autonomy versus shame doubt
Play Age	-	Initiative versus guilt

School Age	-	Industry versus infinity
Adolescence	-	Identity versus confusion
Young adulthood	-	Intimacy versus isolation
Adulthood	-	Generativity versus stagnation
Old Age	-	Integrity versus despair

Crises are not viewed in a negative sense so much as a developmental step, as one moves from a position or platform of security into a new zone. Erikson's emphasis was on the early years, as six of his eight cycles involve the first 25 years, leaving only two cycles to account for changes in one's remaining years.⁶⁵

Meyer⁶⁶ presented the concept of four stages in the adult life cycle. He indicated these cycles by age ranges as indicated hereunder:

Cycle	Ages
1. Young adulthood	20 - 35
2. Middle years	35 - 50
3. Toward retirement	50 - 65
4. Retirement	65 and over

Meyer presented suggested recreation activities for each adult cycle in the areas of sport, hobbies and social events. The list carries some traditional activities of that period, and the author theorises about the quality of life within these cycles. There is no doubt that Meyer would agree that his age range is not the entire picture even when generalising about that group of people clustered together and classified as adults.

A more recent discussion of adult cycles has been presented by Huberman⁶⁷, who like Meyer, designated six cycles. Huberman's purpose was to align interests in adult continuing education with changes in age. He also designated age with a specific cycle, thus:

Cycle	Age
1. Focusing oneself	18 - 30
2. Collecting oneself	30 - 40
3. Exerting and assuring	40 - 50
4. Maintaining	50 - 60
5. Disengagement decision	60 - 70
6. Disengaging	70 - 80

Again the blocks of 10 year periods may be viewed as arbitrary. Huberman traced adults interests in-

- i) home, marriage and children;
- ii) civic and social activities;
- iii) professional and vocational work; and
- iv) interpretive and aesthetic experiences.

He emphasises the need for interpretive and aesthetic experiences blossoming in cycles 3 and 4 and in doing this, he adds to those researchers who are burying the myth that adults are too old to learn. As the elderly population becomes a larger percentage of the human resources (with special reference to the United States of America), we find less and less satisfaction is found with the idea of disengagement, first described by Cumming and Henry's⁶⁸ writings. To dismiss the programming potential for the elderly would be a serious error. Huberman would probably revise his concept today.

Keeping these few examples in mind, the following classification system for life stages is presented. The younger years follow the general school grouping patterns, while the later years are traced by family involvements. In order to appreciate the framework in which this system exists, it is important to recognise the philosophy on which it is built.

Recreation activity is engaged during discretionary time. It is crucial for the recreation officer to recognise that time to play may well be one of the more crucial factors in

people's selection of recreational activities. Major constraints on time are one's responsibilities to work and to family, both as a child to one's parents and as parents to children. Therefore, in looking at an individual's personal activity pattern, it is possible to note various "time for recreation" constraints on the participation pattern. Although time-budget research reporting is not the intention of this dissertation, it is advisable to follow some of the work being done in this area, notably that of Robinson.⁶⁹

7. Recreation According to Age

7.1 Preschool Child

The preschool period is usually that stage of person's life for which the least planning is done in a recreation programme and it is also the most important stage in a person's life because of the rapid development he undergoes.⁷⁰

The preschool child is by nature trusting or distrusting⁷¹ and consequently, he is very inquisitive and tries out everything. He builds up his knowledge on the experiences he has and from this he also learns the rules of the community. In this way he learns how to adapt to reality⁷² in the community. Recreation is important for his education and it should be remembered that the preschool child grows and learns physically and emotionally much more easily through play and exercise.⁷³ In addition, it should also be remembered that the preschool child's playground is his mother and that she, together with his environment, has a great influence on the formation of his character. A need for constant contact with his mother is one of the most characteristic traits of the preschool child and he continually wants the assurance that she is near him.

The preschool child cannot always inform us of his needs because, in general, he finds it difficult to convey something to us. It is only when we offer our activities and observe

which activities interest him most, that we will get some idea of his needs. When offering activities and games it is important to provide a large variety, as the preschool child's span of interest in all activities is very short.⁷⁴

In a recreation programme the preschool child must be provided for, because he can be educated by means of recreation and it is his parents' influence as well as that of the community that moulds him in his preschool years. The preschool child requires of his parents and the community that they teach and educate him in the best possible way.

7.1.1 Age Characteristics

Farrell and Lundegren listed the following characteristics⁷⁵ During the early years-

- side-by-side play but not interaction between, and self-centred;
- dependent on supervision for structured play;
- short (5 - 10 minutes) attention span;
- perhaps the highest readiness for learning stage: motor skills, sharing, creativity;
- big muscle development needs, movement;
- awareness of floors, self-doubt;
- low knowledge but high curiosity;
- immediate gratification needs;
- needs for activity in which praise can be received;
- impatient for new challenges and varied activities;
- observant but lacks verbal skills;
- reduction of the ego and beginnings of being controlled by others and the environment; and
- fantasy years.

Play and recreation must therefore allow for these activity preferences.

During the later years⁷⁶ generally early childhood-

- period of steady growth - physical, intellectual and emotional;
- testing of independence;
- still a limited attention span (15-20 minutes);
- fantasy turning to relatives and truths (subjective to objective);
- security needs and familiarity are high-no alternatives;
- individualism moves towards peer relationships;
- general lack of fear of the now familiar;
- easily bored;
- needs to repeat activities that are well known and mastered;
- frustration comes quickly;
- fear of the unfamiliar and activities needed to conquer fear; and
- the beginning of valuing - begins to evaluate.

A more defined but edited exposition of the characteristics is the following-⁷⁷

a) Physical Trends

- very rapid but decreasing growth rate;
- development of eye/hand co-ordination;
- establishment of satisfying rhythms of rest and active participation;
- instability of motor processes;
- development of motor movements;
- development of speech; and
- manipulation of objects.

b) Spiritual Trends

- mimics spoken words;
- becoming aware of living and dead things;
- as well as of the known and unknown;
- rapid brain growth;
- good active imagination;
- development of meaningful activities;
- strengthening of memory; and
- reacts easily to proposals.

c) Social Trends

- discovery that he himself is independent;
- adaptation of eating habits to those of adults;
- adaptation of sanitary habits to those of adults;
- adaptation to adults' attitudes on how to treat the sexes;
- regular association with adults;
- loyalty towards family;
- regular exaggeration; and
- full of airs and sympathetic.

Other characteristics also ascribed to the toddler are⁷⁸

- expression of natural instincts;
- discovery of the environment;
- manipulation of objects;
- communication;⁷⁹
- easily interpretable behaviour;
- physically highly active;
- play dominates his life and he is continually formulating his experiences and intentions by means of self-centred monologues.

7.1.2 Activity Characteristics

When a preschool child⁸⁰ is playing or is engaged in an activity, certain behavioural patterns and characteristics appear that would not normally be revealed. These characteristics overlap the age characteristics and include, inter-alia-

- likes informal groups;
- poor eye/hand co-ordination;
- tires easily; and
- good imagination and likes movement

7.1.3 Value of Recreation for the Preschool Child

The question arises whether recreation has any value for the preschool child. Recreation offers the preschool child not only time to play, but also-⁸¹

- eye/hand co-ordination;
- balance;
- creative thinking;
- motor skills;
- basic skills;
- communication;
- building up of confidence or mistrust in his environment; and
- association of colours, shapes and objects with each other.

He also learns the rules applying in the specific community and, as previously stated, he builds his knowledge on this and prepares himself for the day he will have to take up his place in the community as an adult.

7.1.4 Preschool Child's Need for Recreation

As the preschool child does not have the stress and heart problems of adults, and as the preschool child plays all day long, the question arises whether he needs recreation.

Indeed he does. As this is the preschool child's learning stage and as he is inquisitive about everybody and everything around him, he is actively engaged in his journey of discovery at all times. This journey of discovery can easily be helped along by recreation, because everything he wants to know we can teach him with educational games and activities so that his journey is facilitated and learning becomes a pleasure. We can also teach him all the do's and don'ts by means of recreation. It is his continuous active activity, a dominant impulse according to John Dewey,⁸² and his inquisitiveness that prove to us that a need exists. His playing is also a good indication of the need and in general of what the preschool child wishes to learn.

By the building up of mistrust in his environment is meant that if, for instance, the preschool child falls from a jungle gym, he will no longer have the confidence in himself to climb it again. He may be so afraid of falling that he develops a fear of heights. The opposite, that is, that he will climb the apparatus again and again until he has conquered it, may also happen.

When, for instance, the preschool child is playing at being a doctor, chances are that he will wish to know more about the subject or that he will wish to exercise his newly acquired knowledge of the subject in the form of a game. Indirectly, the preschool child is, therefore, engaged in recreation and as soon as we offer him the right activities, the need for recreation will still exist, but we will be better able to assist him to satisfy his needs.

7.1.5 Types of Recreation for the Preschool Child

With reference to the abovementioned characteristics, Butler proposed the following activities-⁸³

- arts and crafts;
- music and songs;
- gymnastics;

- visits to zoos, museums, exhibitions, lion parks, etc.

From these activities it is clear that educational and physical building activities are important, activities that enhance the affective (emotions, values and behaviour), cognitive (knowledge and reasoning abilities) and psychomotor (motor skills) education of the preschool child.

The following matrix can be drawn up of activity value in respect of the three categories.

Activities	Affective	Cognitive	Psychomotor
Crafts	x	x	x
Art	x	x	x
Music	x	x	
Gymnastics		x	x
Visits to zoos etc.	x		
Hiking			x
Camping	x	x	x
Playing Marbles		x	x
Ball Games			x
Angling	x	x	

But the above mentioned activities are not the only ones that can be offered. For instance, what about swimming, mountaineering, angling, camping, hiking and ball games. Then there are also the more modern trends such as computers that can teach the preschool child mathematics as well as the association of colours with objects, educational puzzles and computer games. Although the latter are offered to more advanced preschool children, they can also be offered to younger preschool children with some adaptation, while the value will remain the same.

The following activities have already been offered successfully in several recreation programmes to preschool children in the Pretoria-Witwatersrand-Vereeniging area-⁸⁴

- do as you please in the kitchen;
- making a packet of sweets for his mother;
- excursions to the chips factory;
- making masks;
- ballet;
- play groups; and
- sidewalk painting.

Although it may sometimes be necessary for the preschool child's mother to assist him with activities, this is not preferred as the child should master the activities by himself. A preschool child will normally have to repeat the strange and unknown activities, while he will learn other activities and easy games easily and rapidly.

7.2 Primary School Child

Most children start school at age seven and are then greatly influenced. Thus changes must of necessity take place and it was deemed necessary to distinguish between the primary school child and the teenager.

During his preschool years the child is with his mother all the time and has continuous contact with her. This contact is suddenly broken for a major part of the day when the child goes to school. Here he experiences many other influences, differing from those he is used to especially teachers and school friends, which affect or change his ideas about the community as he knows it. However, the child quickly adapts to his new environment and becomes susceptible to change. The influences of his environment play a major role and while there is still a general aversion to members of the opposite sex⁸⁵ the child will still attach credibility to what is said by a teacher of the opposite sex. The child is now also introduced to competitive sports,

and activities are important to the child as he is very concerned with self-image. Activities and sports could improve this image. Team or group activities also become important for the same reason.⁸⁶

However, the child is still very impatient, impulsive and also inclined to overrate his own ability, but his actions are spontaneous and enthusiastic.⁸⁷ Friendship ties expand and become firmer than before and the gang stage begins to take shape. Leadership in sports, at school and in the gangs is very important to boys as leadership is accorded a status, whereas girls, in general, are more reserved and achieve on the academic level, concentrating on more informal games that do not make great physical demands. Team sports and leadership also remain important to girls.

Towards the end of the primary school stage the child begins to act more independently and competition in all fields becomes important. Activities that become popular overseas influence the child very easily such as the hula hoop, yoyo, roller-skating, skateboards and more recent video games, BMX bikes and windsurfing. By this time the child has already acquired the basic skills and it is no longer necessary to repeat them.⁸⁸ Now the child can concentrate on the activities that interest him. Physical development is slower, whereas mental development is rapid and important to the child. The child wishes to be socially accepted and wants to know where he fits into the community. His search for self-identity usually starts toward the end of the primary school stage because the child is attempting to gain a complete understanding of reality, his environment and his world.⁸⁹

Lack of knowledge, mistrust and inquisitiveness, together with a lack of experience, cause a general questioning of foreign (unknown) activities, objects and subjects, that cross his path.

7.2.1 Age Characteristics

Farrell and Lundegren allocated the following characteristics to the primary school child-⁹⁰

- seeking self-identity;
- enormous capacity to perform new tasks;
- try new adventures;
- high range of ability to carry responsibility;
- testing of boy-girl relationships;
- sex identification and alienation from other sex and family;
- maturation through puberty;
- body sex development;
- future orientation beginnings;
- interest in social intercourse;
- exploration of other sexes;
- further refinement of independent needs;
- beginning of firm relationships with the opposite sex; and
- group affiliation becomes important.

According to Ball and Cipriano the following are the most important characteristics of the primary school child-⁹¹

a) Physical Trends

- slow growth rate;
- improvement of motor skills;
- impulsive and restless;
- good muscle co-ordination; and
- immune to childhood ailments and restlessness.

b) Mental Trends

- search for reality;
- little interest in school work;
- good memory;
- questioning of attitudes;
- increase in objective thinking and decrease of reasoning;
- refining and development of observation;

- advanced emotions;
- mentally alert; and
- strives for reality and truth.

c) Social Trends

- initiation and competition between peers;
- sensitive to failure;
- rebellious, egotistical and sarcastic;
- need to impress others, especially persons of the same sex; and
- moves in social groups of the same age.

Other characteristics that could also be ascribed to the primary school child are-

- the great emphasis on groups or teams;
- competitive and socially orientated;
- utilisation of leisure time;
- not willing to participate; and
- a general confusion as regards their expected social duties.

7.2.2 Activity Characteristics

The following are characteristics of the primary school child⁹²

- weak upper limbs;
- girls like rhythm;
- possessed with personal action;
- team sports is important;
- likes parties; and
- concentration develops rapidly.

7.2.3 Value of Recreation for the Primary School Child

For the primary school child recreation has the following benefits. It develops secondary skills, generally the skills the child himself wishes to acquire or is interested in. Recreation also improves his knowledge of the activities that he is interested in. The knowledge acquired in this way can help him with his self-determination and identification

and can largely solve the problem. Furthermore, he can be better educated, or his knowledge of nature conservation and personal hygiene can be enhanced. Character development is also promoted, individual skills can be acquired, impulses towards togetherness and activity are satisfied and the right activities, according to his personal interests, can be determined for him and possibly offered. Skills in the motor, cognitive and affective fields can be offered to the child, but it only becomes possible to offer these when we know what his needs are, and for this it is necessary to get the child's co-operation in informing us of his needs, so that we can assist him in satisfying them.⁹³

7.2.4 Child's Need for Recreation

The primary school child has a definite need for recreation activity, because not only the child's impatience, but also his continuous search for activity points to a need. The fact that the child wants to remain active and that he is interested in many activities and wants to participate in them indicates that there must be a need. One of the best known needs of the child is the groups or teams children want to form, a need that recreation can also satisfy because if this is explained to the child, he will also realise that there is a need for recreation. These reasons are but a few of the many that could be quoted to prove that a need does exist.

7.2.5 Types of Recreation for the Primary School Child

For this age group Butler mentioned the following activities that can be offered⁹⁴:

Roller skating, Chess, Candle Making, Gymnastics, Volleyball, Basketball, Judo, Wood-carving, Crafts reading, Non-contact rugby, Needlework, Modern dancing, Archery, Spanish dancing, Fitness, Ballet, Tennis, Ceramics, Guitar playing and Piano playing.

However, the condition imposed on the presentation of activities for the child is that the need must be established so that the right activities can be offered and the children would want to participate. Activities that community centres have already offered for children with reasonable success⁹⁵ may be shown in terms of a matrix and are:

Activity	Cognitive	Affective	Psychomotor
roller skating			x
volleyball	x		x
needlework	x		x
tennis	x	x	x
candle making	x	x	
modern dance	x	x	x
archery	x		x
American jazz	x	x	x
French lessons	x	x	
pottery	x	x	x
clothing design	x	x	x
syncopation	x	x	
tracking	x		x
seed mosaics	x	x	
tree planting	x		x
tent-pitching	x		x

Again the activities can be analysed into the three categories: cognitive, affective and psycho-motor, and it is once again found that the balance between the three categories is reasonably good.

7.3 Teenager

The teenager stage is the most difficult period of one's life as regards identification because teenagers are no longer children but are not yet adults. The teenager has already developed fully and he would like to be an adult but he is not recognised as an adult.⁹⁶ The teenage stage

creates a great need for self identification and the search for self-identity continues until the teenager is recognised as an adult. Status and recognition are important to the teenager and he will do virtually anything to receive recognition and status from his peers and from older people. The teenager's identity crisis leads to group forming because he feels that he is standing alone against the world. Regular clashes with parents and older people also lead to firmer group forming. Out of these groups more stable and firm relationships usually develop, including with the opposite sex. The teenager also wants to act more independently as he can easily bear responsibility. He is also more future orientated than before.⁹⁷

Puberty also plays a major role in the teenager's life and may have certain psychological consequences owing to embarrassing misconceptions.⁹⁸ Teenagers are usually unwilling to participate in any activity owing to the confusing worry about the expected social duties forced on them.⁹⁹ Sometimes the fear is conquered and activities offered to the entire community are then also attended by teenagers. Usually such attendance will be as a group or team,¹⁰⁰ as teenagers place great emphasis on groups or teams.

The teenager is inclined to act in a critical way towards others and himself, or to make critical remarks or admonishments. Such admonishments apply to any person, both within and outside the group and sometimes cause rifts between members of a group.

As the teenager is now virtually fully developed physically, he concentrates more on skills related to competitive activities and he improves his skills in this regard. Individual interests also become wider, but the teenager will only learn what he wants to learn, know and understand.¹⁰¹ Nobody will send him in a direction he does not wish to go. Although the teenager shows great interest in a large

variety of activities he has little energy for work, play and recreation¹⁰² and this may also be one of the reasons for the poor teenager attendance of recreation programmes. Other reasons for the poor attendance are the confusing worry about his expected social duties, unattractive activities, activities offered that interest a small percentage of teenagers and are mostly either too competitive or not sufficiently competitive. Activities that are generally well attended are hiking, camping and mountaineering, while parties and social activities in their own age group also remain popular. The teenager is also prepared to work for reward and has a good understanding of new ideas and new developments.¹⁰³

The teenager is one of the most difficult groups of people to involve in a programme, but if the activities and the presentation are right, he will participate.

7.3.1 Age Characteristics

The characteristics mentioned by Farrell and Lundegren are¹⁰⁴

- full development of physique and physical powers;
- capacity for total independence from family;
- strong aggressive drives;
- potential for high alienation from family, adults and society (drugs);
- part-time jobs become a familiar pattern;
- team or group allegiance is important;
- maturation begins in self-identity;
- strong needs to be alone, free from having to interact with others;
- uncertainty about others - to trust and to understand;
- begins to discern the difference between the real and ideal world; and
- tends to view the organised world as a system of constraints.

Other characteristics ascribed to the teenager are-¹⁰⁵

- remembers only that which he wishes to remember;
- creative imagination;
- abstract and logical thinking;
- strong feelings with little control over them;
- very rebellious towards parents;
- becoming aware of the opposite sex;
- mental alertness;
- escape from reality by day-dreaming;
- stubborn;
- great group loyalty; and
- strongly involved in some activities while others get no interest at all.

Although characteristics change, depending on the political and community climate, the abovementioned basic characteristics of the teenager generally remain the same and the teenager's basic behaviour today is still the same as ten years ago.

7.3.2 Activity Characteristics

The teenager's activity characteristics can be partly deduced from the age characteristics and include the following-¹⁰⁶

- likes contact sports such as boxing and wrestling;
- likes team sports very much;
- extra-mural activities are important;
- likes parties, reading and collecting objects;
- very good and powerful co-ordination ability;
- likes dancing and swimming;
- prefers individual sport where possible;
- winning and excelling is very important; and
- experiments with different life styles.

These characteristics are only a few of those generally found among teenagers and although they may differ from one teenager to another, they may be regarded as the general activity characteristics of the teenager.

7.3.3 Value of Recreation for the Teenager

The value of recreation for the teenager is basically the same as for the primary school child. As education for the teenager is no longer required, more emphasis is now placed on participation and the expansion of his circle of friends. Recreation also affords the teenager the opportunity to express his feelings and to get rid of his frustrations. Stress that results from social pressure of school and achievement can also be decreased by recreation, while the teenager himself is enriched. Secondary education that cannot be given at school, such as talks on drug and alcohol abuse, can also make the teenager aware of such dangers, and by building up the teenager in this way, juvenile delinquency can be greatly reduced.

Recreation offers the teenager the competitive sports he wants to participate in, as well as the wish to be alone, such as reading and coin collecting. He also makes more friends by meeting other teenagers taking part in the same activities and through sports tours he can also meet other teenagers in other cities who take part in the same activities. For the teenager who wishes to enrich himself by learning another language or participating in a unique activity such as fixing clocks or motor cars, recreation is useful because it can also offer these activities. Recreation is not only for keeping the teenager busy or out of mischief, but also to enrich him and to satisfy his needs as far as possible.¹⁰⁷

7.3.4 Teenager's Need for Recreation

The teenager has a definite need for recreation. His greatest need is a place where he and his peers can participate together in activities of their choice. The need he has for activities where schools cannot always help, indicates that he has a need for recreation. It is not always possible for the teenager to belong to a sports club or a club offering his/her specific activity of interest, while that activity can, in most cases, be included in a recreation programme on request.

The teenager also has a need of a place and person who can teach him certain skills¹⁰⁸ and therefore he has an indirect need for recreation. As the teenage stage is characterised as a time of storm and stress, frustration, bother, conflict, love, dreams and adjustment,¹⁰⁹ this increases the need for recreation as a relief valve for all these emotions. It is usually the teenager who cannot take part in serious competition, but who nevertheless wishes to participate in competitive activities, who shows a need for recreation, as he can then take part in the activity without being regarded as "too weak". Sometimes teenagers also have a need for educational talks accompanied by slides or films, particularly on matters such as drugs, alcohol, sex and marriage.¹¹⁰ This need, however, is much smaller than the need for groups, competition and activity.

7.3.5 Activities for the Teenager

Butler mentions the following activities that can be offered¹¹¹:

modern dance, bowling, fashion design, weight lifting, snooker, training dogs, typing, leather work, macrame, golf, chess, playing bridge, softball, making jewellery and archery.

The activities he mentions are those not usually included in programmes. Other activities that can be added to the list are:

Competitive Sports:

individual: target shooting, angling, athletics, tennis*, rowing*, badminton, judo, swimming, boxing, karate, gymnastics.

* these can also be done as a team sport.

Competitive sports:

team: rugby, cricket, wrestling*, bowling*, skydiving*, netball, soccer, cycling*, basketball, hockey, dancing, jukskei*, diving*.

* these can also be done on an individual basis.

Hobbies and creative activities:

collections, amateur radio, camping, painting, tracking, wood carving, art, needlework, music, building model aircraft, photography, cake-decorating, knife making, hiking, mosaics, jogging, hunting and decor design.

Then there are still social activities that can be very attractive to teenagers. Those that have been listed here are what was felt are common and important ones; the variety of activities are unending and they are too numerous to mention here. It is possible to involve teenagers in a programme but it must offer the activities teenagers are interested in: it must be attractive and the teenager must enjoy taking part.

7.4 Young Adult

The next stage in a person's life is the young adult. Pikuna's definition of an adult is:¹¹²

"A matured person structures the environment and is able to perceive himself or herself and others objectively. He or she has acquired a personal identity and integration of the total per-

sonality. In the process of living, the mature person carried out the developmental task for his or her life and develops an ever increasing number of abilities and skills for coping with the present and the future".

From this it is clear that the young adult cannot immediately be regarded as an adult. In general 21 is regarded as the age where the teenager becomes an adult, but sometimes it takes much longer than only his birthday to become an adult, while another person may even be regarded as an adult on the day before the big day. However, it is only when a person knows his self-identity and when his personality becomes integrated in a smoothly functioning system that the person may be regarded as an adult.

The person must, however, also reveal and live up to the attitude or behaviour of an adult¹¹³ and he cannot act childishly when problems and failure face him. The adjustment from a teenager to an adult is not an overnight process, even if the teenager thinks that he becomes an adult on the day he turns 21. Young adults do not form such a firm group as teenagers and friendship ties usually range from teenagers to young adults. Most of the young adult's friends are, however, in his own age group. Firm friendships are now formed, especially with friends moving in the same social circles, while friends from lower and higher social circles are also accepted. The young adult's view of the future is also clearer than the teenager's. Most young adults marry before reaching the end of this age stage, but usually no family is planned as yet. Work now also becomes a major part of his life and he is usually highly ambitious.¹¹⁴ Because of the various circles of friends he has, he becomes acquainted with various life styles, with which he experiments and then draws his own conclusions.

Skills are developed further and improved while new skills that enhance his life are sometimes also acquired. Competition still takes place but begins to decrease towards the end of the stage, while active participation in activities becomes important. For most young adults there is the challenge to participate in dangerous activities like motor racing, mountaineering and sky diving. Interest also tends to extend to activities that are more social and promote the person's enrichment, rather than his physical image or skills. Activities now also change according to individual taste and range from barbecues and dancing to drive-ins and attending sports meetings.¹¹⁵

7.4.1 Age Characteristics

Farrell and Lundegren mention the following characteristics of the young adult¹¹⁶

- major responsibilities for self;
- serious concern for support, work and caring requirements;
- usually mobile;
- life-style experimentation and solidification;
- generally active, energetic and flexible;
- needs for belonging;
- non-work activities become important for success element;
- learning to become resourceful and adaptable;
- strong economic motivation for living;
- full physical and mental growth have been attained;
- high needs for adventure - hazardous activities;
- needs for everything to happen immediately, no future;
- high needs to do, not to learn or know, but simply do;
- strong ambitions to satisfy as if a lifetime were in the "permanent present";
- superior physical condition of well-being

- or has come to grips with state of health; and
- period of the strongest aggressive drives.

Other characteristics are-¹¹⁷

a) Physical Tendencies

- almost fully mature;
- good physical stamina;
- mastery of motor and sensory skills;
- restless when doing nothing.

b) Mental Tendencies

- permanent habits and interests;
- abstract reasoning and practical thinking;
- evaluation of ideas;
- himself responsible for development of personality (character formation)

c) Social Tendencies

- marriage and family ties;
- ambitious and reliable;
- works towards financial goals;
- highly mobile, more educated and more aware of things than previous groups;
- civil activities;
- tendency to passive as well as active activities;
- individual interest in recreation activities;
- usually marries during this stage.

As in the previous age groups, it is not always the case that all the characteristics occur in one person. These characteristics are, however, the most common ones ascribed to the age group.

7.4.2 Activity Characteristics

Characteristics related to the activity are¹¹⁸

- likes individual sports;
- has lots of energy;
- looks for adventure in activities;
- highly mobile; and
- need for inclusion in a group¹¹⁹.

7.4.3 Value of Recreation for the Young Adult

The value of recreation for the young adult agrees in general with that for the teenager. But as the young adult is already physically and mentally almost fully developed, recreation no longer promotes the secondary development of skills but only improves these skills. Recreation also affords the young adult the chance to take part in adventurous and dangerous activities and to relax and get away from a hard day's work.

The young adult can, by means of recreation, expand his circle of friends, enrich himself, keep himself fit and relax in the way he wishes to and this is important after the frustration and stress of a working day. Recreation gives the young adult something creative to do in his free time so that he need not be bored or wonder what there is for him to do. Recreation also creates self-pride in a person who makes something himself, as well as a love of the activity. It defuses the stress and frustration the person experiences in his job and can therefore improve his family life.¹²⁰

The value of recreation for the young adult is unlimited and improves or enriches the person physically, mentally and emotionally.

7.4.4 Young Adult's Need for Recreation

The need definitely exists and is evident from the large number of activities offered by the private sector at a profit.

In addition, there is a need for non-competitive activities which the private sector does not offer and which can be offered by local authorities. Another reason why a need exists is because the young adult has a reasonable amount of time to spend on recreation. As he quickly becomes restless when he is not busy with something, he has a need of activity and therefore also of recreation. It is necessary that emotions, stress and frustration should be defused, and in order to do this, the young adult participates in recreation. Cole emphasises that recreation is necessary to relieve stress.¹²¹ He points out that people who work indoors usually wish to spend their recreation and leisure time out of doors, or prefer outdoor activities. An increase in cultural activities such as art classes, concerts and exhibitions, in the 1950's and 1960's, is an indication that the young adults at that stage already had a need of recreation especially in cultural activities.¹²² The need for recreation also arose because of the health condition of the young adult, who can suffer from cardiac and other diseases even at an early age. Recreation cannot exclude the diseases, but can help to prevent them and this, when it became generally known, resulted in a reasonable increase in activity participation.

The young adult has a need of friends and social activities, which can be satisfied by recreation. Therefore, there is an indirect need for recreation. The needs mentioned are not the only ones, but they are the most important ones and they indicate that there is a definite need for recreation among young adults.

7.4.5 Activities for Young Adults

Activities that may be offered to the young adult, arising from the age characteristics, activity characteristics and the need are-

- a) Sports
athletics, rugby, soccer, target-shooting, motor sports, tennis, archery, hockey, wrestling, swimming, badminton, cricket, volleyball and boxing.
- b) Cultural
chess, folk dancing, drama, singing, dancing, bridge playing, debating, hiking tours, opera, reading, checkers, ballet and lectures.
- c) Creative activities
art and needlework, painting, poetry, mosaics, modelling, cake decorating, writing, hat-making, embroidery, sketching, wood carving, macrame, cane-work and clothing design.
- d) Hobbies
amateur radio, training dogs, photography, stamp collecting, motor car repairs, furniture repairs, reading, angling, mountaineering and birdwatching.

Butler mentioned the following activities not mentioned above¹²³.

oil painting, sculpting, spanish dancing, yoga, making jewellery, east Indian dancing, creative script writing, exercising for men and women.

Most activities requires motor skills for participation, but provision has also been made for the cognitive and affective aspects. These are the most common activities. There is much more that could be undertaken but they are too numerous to mention.

7.5 Adult⁶⁴

As many people are already mature at the age of 18, this group includes all people between the ages of 18-65 (65 and older will be dealt with later on).

It appears that the adult forms the largest single group of people classified by age. It is not the intention to go into all the details of all recreation aspects of the adult. A great many have been mentioned in the previous discussions.

Recreation for the adult is not a specific problem area as is the case in the preceding and subsequent age categories. Unlike the young adult, most adults already have an established life style and changes are generally very difficult to bring about. Adults already have an existing form of recreation participation, whether passive recreation or more active forms of recreation participation. Much of this has been built up from the teenage years.

From time to time, however, changes in recreation programmes may occur. Consider for instance, the changes that take place in newly-weds' lives when the first child arrives. The expecting young mother may previously have participated actively in recreation programmes, but now her participation is rapidly, albeit sometimes only temporarily, curtailed to only certain exercising programmes, walks and the general passive forms of recreation like knitting, crocheting, watching T.V., reading, attending lectures and talking to other young mothers. She may once again, within a reasonably short time after the birth of the baby, participate in active forms of recreation, but it often happens that young couples withdraw themselves almost totally from active forms of recreation.

Various reasons for this could be advanced. The young mother now has someone to care for, who needs all of her attention. With such new developments and a total change in life style, some adults find that they no longer have an urgent need for active recreation participation. There is now something else that satisfies many of the needs in a different, wonderful way. We could continue to expand in various fields: such as that of the young father who now has additional responsibilities; the arrival of a second and even third child; and then we go back to recreation for the preschool child, as the first child is already in this category when the second or third addition to the family arrives.

One can think of many other important aspects of recreation for the adult and there is numerous books and literature written for the adult. But the idea has been to preserve continuity and to stimulate thought regarding the various fields of recreation for the adult. Previous sections have already dealt with a many of these aspects.

7.5.1 Characteristics of Middle Adulthood and Maturity
The following characteristics are mentioned by Farrell and Lundegren in respect of middle adulthood and maturity in later life-¹²⁵

Middle adulthood

- begins to set goals for a life time objectivity;
- awareness of own strengths and abilities;
- final phase in the development of values;
- security needs high-efforts devoted to assuring this status;
- committed to being part of society;
- loss of individual independence where family is concerned;
- acceptance of obligations to community or neighbourhood unit;
- novelty and variety is important;
- ability to plan and see long range

- need fulfilments;
- lengthy attention span;
- able to see work through to completion;
- formal education has ended, yet as such novelty and variety is important; and
- has come to grips with society and culture.

The range of this group would be approximately between the ages of \pm 25 - 40 years.

Maturity

- has reached full potential in efforts to meet personal needs;
- life style is most objective - set rewards for set efforts;
- the threat of the permanent present, dull and boring;
- the apex of life - security of position, occupation or associations;
- has a clear view of the past and beginnings of a realistic future view;
- at the height of external respect and perceived contribution;
- economic comfort not known before;
- enjoyment of life's comforts - no needs to rough it;
- enjoys being a member of a group - this is important;
- group of friends is large and varied - not yet too selective;
- high leadership is asked of this group;
- behaviour is constant and consistent in the healthy person;
- reduction in some drives to satisfy basic needs;
- lessening of aggressive feelings and maturity.

The range of this group would be approximately between the ages $\pm 35/40 - 65$.

7.6 The Elderly (Old Age)

Becoming old is a critical experience in any person's life. There is an urgent need for providing recreation to the aged. Firstly, because the percentage of old people has increased considerably over the last few years. Secondly, in the past the provision of recreation was not so essential as most of the old person's time used to be taken up with his family. With the modern, smaller nucleus family, the aged are moved out and basically have to fend for themselves¹²⁶.

A person's role and status change throughout his life but never as drastically as at retirement (becoming old). An aged person often experiences a feeling of loss, not only of status but also of a mental, physical, financial and social loss. The aged person's behaviour is affected by the situation in which he finds himself, such as age phenomena, his background, culture, attitude and educational opportunities. No stereotyped image of the aged is possible because, owing to the above reasons, no two will react in the same way physically, emotionally or socially.¹²⁷ The person who is not old will never really understand what old age is until he reaches it himself.

7.6.1 Characteristics of the Elderly

The following characteristics are mentioned by Farrell and Lundegren in respect of the elderly¹²⁸

- tends to exhibit similar activity patterns of previous life cycle;
- generally a lessening of activity and doing;
- danger of boredom, little is worth bothering about;
- inevitable physical deterioration is impossible to escape;
- often an unhealthy change in social position;

- less interest in material things, a clinging to the abstract;
- being loved, having emotional and economic security are important;
- the past is an important reference point;
- health concerns are of paramount importance;
- one moves back into subjectivity - not fact;
- progressive detachment from outside activities - disengagement;
- retirement from paid employment;
- caution is an important notion in all experiences;
- energies focused on intensifying a limited number of activities rather than touching many lightly;
- interested in sustaining a good life for self and others;
- begins to find others making one dependent - through receiving;
- tendency towards passive living;
- the negatives appear to outweigh the positives;
- life tends to be self-centered and self-serving;
- increased physical infirmity;
- painful loneliness and a sense of isolation;
- great decreases in power and participation;
- well established patterns.

Many aged belong to service centres¹²⁹ and community centres. However, there are thousands who still have a need of recreation and social contact but have not achieved this. Owing to the increased percentage of old people over the past few years more facilities and better methods are required to involve and motivate them. This would not only bring about a change in our social community but will also drastically change attitudes in respect of senior citizens. Recreation services and facilities are essential for a happy and significant aged person.

7.6.2 Values of Recreation for the Elderly

Particularly since the 1950's, there has been growing awareness of the important contribution made by recreation in the lives of older persons. Simply stated, it helps maintain physical health and fitness, improve emotional well-being, reawaken creative impulses or encourage new ones, enhance social involvement and provide an opportunity for older persons to continue to play meaningful roles in life.¹³⁰

The most important challenge facing us today is to make the lives of ageing persons in the community as rewarding and happy as possible, in order to prevent disability, withdrawal and institutionalisation. The United States Administration on Ageing has assisted states and communities in developing programmes for the ageing and has financed research in this field, much of it focusing on the role of leisure in the lives of older persons. A variety of specially funded programmes have been developed such as-

- i) the foster grandparent programme which pays the elderly for supervising dependent and neglected youngsters;
- ii) the retired senior volunteer programme (RSVP), which pays expenses for elderly persons involved in community service activity; and
- iii) the senior corps of retired executives (SCORE) which reimburses retired executives for expenses incurred in counselling small businesses.¹³¹

For Americans of middle-class or upper socio-economic status, there are usually adequate opportunities for constructive and enjoyable leisure involvement. For poorer persons or those who are home bound by physical or psychological disability, fear of venturing out, or inadequate transportation, the problem is more severe. Reports of the Special United States Senate Committee on Ageing have

revealed that poverty has been steadily increasing among older Americans, particularly those of minority group backgrounds.¹³²

For the several million retired persons today who live on incomes below the poverty level, provision of inexpensive recreational and social services by public and voluntary agencies is essential. Thousands of communities have developed senior centres and golden age clubs in recent years, which often provide a full range of hobbies, social activities, special interest groups and the opportunity to take on responsibilities as officers, committee members or in club service functions.¹³³ To meet the needs of older persons most effectively, recreation cannot be isolated from other services, but must be integrated with health, nutritional, housing, legal, economic and other forms of assistance.¹³⁴ When considered as part of a multi-service approach recreation has the unique characteristic of being attractive, interesting and easy to enter, it is often regarded as a threshold or entry activity that attracts older persons to centres where they can avail themselves of other special services and programmes.

8. Recreation for Other Groups

There are a number of other groups that will be dealt with hereunder. As for the elderly, recreation provision should also be made for the mentally retarded, physically disabled or handicapped person. One's physical disability should not deprive him or her from an equal opportunity to play. The public's awareness of the deprivation of recreation opportunities for the mentally retarded or physically handicapped is long-standing. Recreation and play opportunities for these categories of persons are still very lacking in South Africa.¹³⁵ It should become an accepted fact that recreation and play opportunities are essential to the physical, social and vocational growth and adjustment of the handicapped and therefore a necessary service.

8.1 Physically Disabled and Handicapped

These are a major segment of the population and includes those with serious physical disability such as amputees, the blind or partially sighted and the deaf.¹³⁶ In addition, it could also include the cardiac, the diabetic, and the consumptive, the orthopaedically handicapped, the physically handicapped, including those without legs and arms, paraplegics and post polio patients, the mentally handicapped and the mentally ill, and those with physical ailments of short or long duration who have to remain in hospital or at home.

Other conditions that include a degree of inability are rheumatism, cripples, multiple sclerosis (hardening) and muscular dystrophy.¹³⁷ Too often, such individuals are prevented from enjoying a full range of satisfying leisure activity, not only by their actual impairment, but also by society's unwillingness to encourage or assist their participation and by poorly designed facilities that prevent or limit access and use by the disabled.

8.1.1 Goals of Programming for the Physically Disabled

It should be noted that within each disability area, both the degree of impairment and the extent to which it has become a serious form of limitation to each individual may vary greatly. Therefore, all efforts to develop programmes for the physically disabled must carefully consider each individual and his or her needs and capabilities.

Recreation programming for the physically disabled tends to have the following eight goals:¹³⁸

- i) To contribute to the disabled individual's morale and adjustment to the hospital if he or she is being actively treated, for example, for stroke, heart attack or serious accident.

- ii) To contribute directly to the process of rehabilitation within the treatment setting by providing physical exercise that restores or helps to maintain functions of affected parts.
- iii) To provide opportunities for the constructive, creative and pleasurable use of leisure for individuals who are in active treatment and are either in a special residential setting or in the community.
- iv) To enhance the social independence of individuals and provide satisfying group experiences in socially integrated settings, when possible.
- v) To relieve the families of the disabled, both psychologically and in terms of the time commitment, from the need for unremitting care for the physically disabled member of the family.
- vi) To help physically disabled persons compensate for their specific impairments by finding satisfaction in other activities unaffected by their disabilities.
- vii) To promote healthful physical activity and prevent further physical deterioration because of disuse.
- viii) To expand the disabled person's involvement in community life and complement other social, vocational, educational or civic involvements in a rounded out schedule of activity, thus promoting his 'normalisation'.

8.1.2 Sports Programming for the Physically Disabled

Both the general public and recreation administrators often have tunnel vision which prevents them from understanding the full potential of the physically disabled. Few people know, for example, that there are many blind skiers who, with a companion skiing close by and calling out directions, are able to schuss expertly down slopes. People are also likely to be dumbfounded at seeing a one legged skier. These are only two examples of how the disabled have overcome their disabilities within a high risk sports activity.¹³⁹

Wheelchair sports in particular have become extremely popular, largely because of the stimulus provided when thousands of veterans of World War II returned home as single or double amputees or with paraplegia caused by spinal injuries. The National Wheelchair Athletic Association and the National Wheelchair Games, held annually in the United States, have enabled thousands of persons with serious disability to take part in wheelchair basketball, track and field events and numerous other forms of athletic competition. Since 1960, international wheelchair games, the "Paralympics", have been held annually at Stoke, Mandeville, England, with special competitions held each fourth year immediately following the Olympics, in the Olympic's host city. In 1976 seventeen hundred handicapped athletes from seventy countries competed in a special olympiad in Canada. Some of their accomplishments are amazing : a totally blind sprinter from Poland ran the 100 meters in 11.5 seconds, and a California paraplegic bench-pressed 562 pounds.¹⁴⁰

In addition to these special sports programmes for the disabled, many communities or other recreation agencies are making determined efforts to involve them in integrated programmes as well.¹⁴¹ In many cases disabled persons learn skills and confidence in special programmes which assist them in entering other community facilities and programmes.

8.2 Recreation for the Mentally Retarded

Only within the last ten years have organised recreation services for the mentally retarded emerged as a major contributing factor to the well-being of this long-neglected special group. Hope and love and understanding also give these people a chance.

8.2.1 Mental Retardation Defined

"The mentally retarded are children and adults, who as a result of inadequately developed intelligence, are significantly impaired in their ability to learn and to adapt to the demands of society."¹⁴²

The American Association on Mental Deficiency¹⁴³ defined mental retardation as:

"... sub-average intellectual functioning which originates during the developmental period, and is associated with impairment or inadaptive behaviour."

Unfortunately, mental retardation has an organic cause which is incurable. However, mild forms of retardation are less of a problem in the sense that such individuals can participate in community life, hold jobs and live as responsible citizens.

From early childhood, the mentally retarded person experiences marked delay and a difficulty in learning and is relatively ineffective in applying whatever he has learned to the problems of ordinary living. He needs special training and guidance and to make the most of his capacities whatever they may be.

8.2.2 Recreation Services for the Mentally Retarded

Mentally retarded persons are children and adults who are significantly impaired in their ability to learn and to adapt to the demands of society. It has been estimated that for every mentally retarded child enrolled in a special education class, there are four retarded children who are

not receiving special aid. Play, in particular, which should be normal aspect of development, is often lacking in the lives of retarded children.¹⁴⁴

Stein writes that¹⁴⁵:

"Mentally retarded boys and girls do not play spontaneously or innovate as normal children, they have to be taught to play whether the play be individual, parallel or group. Many of the motor skills and abilities basic to play and recreation that most normal children learn from association and play with the gang on the block must be taught to the retarded."

With the exception of a limited number of programmes in state schools or similar institutions for the retarded, comparatively little attention was paid to the recreational and social needs of the retarded until the early 1960's. Many public departments and voluntary organisations have since initiated special programmes for the retarded, often with assistance from the Joseph P. Kennedy Foundation. Such programmes are especially important because the majority of mentally retarded youth are not institutionalised but live with their families.¹⁴⁶ Ramm writes that:¹⁴⁷

"The retarded child living at home has little recreation opportunity. He may make friends with the children in his special class at school, but unlike the normal children who can play with their school chums in the neighbourhood after school hours, retarded children are transported from their homes in different parts of town and have few friends in their own neighbourhoods. A similar situation exists with mentally retarded adults who work in a centrally located sheltered workshop or who do not work at all. These people are victims of enforced leisure. They have a six to eight hour time block each weekday and more on

weekends or holidays during which little or no activity is available to them. Many just sit and watch television."

Many community based programmes are intended not only to provide pleasurable leisure activities for the retarded, but also to assist in their total development.

Avedon described several of the specific goals of such programmes:¹⁴⁸

- i) To provide recreation education and information which help develop the individual's capacity for meeting his own leisure needs.
- ii) To use recreation to improve general health, minimise a typical appearance and modify behaviour to help retarded become more accepted in community settings.
- iii) To help individuals learn and practise useful recreational and social skills.
- iv) To counsel retarded youth and adults about recreational resources in the community and arrange opportunities for involvement.
- v) To act as a liaison between the community and the retarded individual and his family, to promote acceptance of the retarded in community programmes and facilities.
- vi) To co-ordinate community-wide efforts to meet the overall needs of the retarded.

These general goals are being broken down today into much more specific treatment or programme objectives, which frequently stress needed behavioural change. A number of studies have examined the value of recreation and adapted physical activity programmes for the mentally retarded. Several such studies demonstrated that programmes of adapted physical education and recreation provided for the mentally retarded in Pennsylvania institutions have been successful in expanding their leisure interests, reducing inappropriate

or disruptive behaviour and improving motor performance. Community-based programmes have also been successful in expanding the recreational participation, ability to persevere and self-esteem of mentally retarded participants.¹⁴⁹

Such efforts are extremely important in improving the ability of retarded persons to live independent and satisfying lives in the community at large. In order to promote more active and successful participation by the retarded in various forms of community recreation activities, Dixon stresses the need for strong programmes of leisure education that both promote skills and confidence and that help retarded individuals move into a less restrictive environment.¹⁵⁰ Particularly in planning appropriate leisure activities in small group homes, Salzberg and Langford stress the values of such experiences in striving to achieve a higher level of community integration of mentally retarded adults.¹⁵¹

In addition to recreation programmes with a specific therapeutic orientation, carried on by professional recreators, many other community services simply provide leisure opportunities for the mentally retarded within such areas as adapted sports, social programmes, hobbies and excursions. Such programmes do a great deal to improve the quality of life for the mentally retarded living in the community and often enhance their ability to live independently and happily.

9. SUMMARY

This has been a cursory treatment of the evolution of terms in the field of recreation, nevertheless, it provides evidence that a dilemma prevails as to the meanings of the words central to any discussion of recreation, leisure or play. Investigation reveals that there is a plea for semantic understanding to clarify intended uses of these terms. For example, it could be asked how leisure relates to play

and recreation. Obviously, leisure affords an opportunity for play and recreation. The bulk of free time in modern society is filled with a variety of recreational pursuits, although leisure may also be used for such activities as continuing education, religion or voluntary community service.

Furthermore, research shows, that although play and recreation tend to overlap, they are not identical processes. Play represents not so much an activity as a form of behaviour marked stylistically by teasing, competition, exploration or make believe. Play can occur during work or leisure whereas recreation takes place only during leisure.

It is evident that recreation includes many forms of play, but also may involve distinctly non-playlike activities such as travelling, reading, going to museums and other cultural or intellectual activities. As a final distinction, recreation is often thought of as a goal-oriented and constructive activity, particularly when it is community sponsored. Play, on the other hand, may or may not be goal oriented and ranges from the most richly creative and self-enhancing behaviour to the most negative and self-destructive.

Finally, the concepts of play, recreation and leisure underline the interrelationships between these concepts and alleviate any confusion that may have existed in the terminology.

It also became apparent that recreation is central to human needs. In fact, research has proved that recreation is one of the nine basic needs of the human being and it is one of Smith's seven general criteria of social well-being. Of particular importance is Bradshaw's need taxonomy illustrated in Figure 5. Here the realm of all "real" human needs is clearly depicted. Furthermore, the views of theorists such

as Bradshaw, Mercer, Harvey, Coates, Smith and Butler-Adam place recreation as one of the most important human needs for sustenance of human well-being.

Research has shown that recreation, as a relatively free activity, may be the part of life with the least continuity. New activities and interests emerge as new opportunities are perceived. New companions open the minds to new meanings in old activities as well as to new enterprises. Also the same characteristics may have different meanings and motivations in student, parental and post-parental periods. Something can be done for social reasons in the teens, for health reasons in the forties and for intrinsic reasons a decade later. Deeper and more diverse appreciation of some experience or environment may be developed as years go by.

The need for recreational provision by local authorities is of paramount importance in terms of satisfying a cross-section of people staying in that locality and therefore it is a service in terms of meeting needs of the community. A clear picture emerged of the different needs of different groups to recreation. It became clear that this is basically a cyclical effect from the preschool child right to the elderly. A number of recreational activities were listed and a number weren't, owing to the fact that there are so many that it was difficult to mention everything. Thus, only the common ones were mentioned.

As regards recreation for other groups, namely the physically disabled and the mentally retarded, it can be stated that being well made and therefore in good physical and mental health, is Divine Grace and should as such be appreciated and cherished. Individuals who are less fortunate and have to cope with a certain handicap ask of "normal" people mainly understanding, love, interest and acceptance without sympathy, pity, avoidance or rejection.

As in many other fields of recreation, much more can be done in this problem field of recreation for the handicapped. These people are often among the loneliest, most outcast individuals in modern prosperous society. During all facets of the creation of a recreation facility, much more attention can be paid to the specific needs of the handicapped, whether in planning, presentation or implementation, of recreational facilities.

The handicapped are just as much a part of society as 'normal' people are, and should, therefore, at least be treated in the same way. There may be cases of handicapped people requiring special or more specific attention, but never cases requiring less than normal people.

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120. For more details see Bannon, J.J.: *Outreach, Extending Community Services in Urban Areas*, Charles, C. Thomas, Publisher, Springfield, 1973, see Kleemeir, R.: *Ageing and Leisure*, Oxford University Press, New York, 1961, see Roberts, K.: *Contemporary Society and the Growth of Leisure*, Longman, Inc., London, 1978 and Brantly H. & Sessoms, H.D. (eds.): *Recreation Issues and Perspectives*, Wing Publishing Co., Columbia, 1969.

121. Cole, W.E.: *Urban Society*, The Riverside Press Co., New York, 1958.
122. Kraus, R.: *Recreation Today: Programming, Planning and Leadership*, Meredith Publishing Company, New York, 1966.
123. Butler, op. cit., Chapters 11, 14, 29.
124. A lot of ideas, thoughts and perceptions contained herein is of the writer after previous section traits and characteristics were look at.
125. Farrell & Lundegren, op. cit., p. 19.
126. For more details see Moran, J.M.: *Leisure Activities for the Mature Adult*, Burgess Publishing Company, Minneapolis, 1979 and see Webber, I.L. *Services for the Ageing*, University of Florida Press, Crainesville, 1957.
127. For more details see Weiskopf, D.C.: *Recreation and Leisure. Improving the Quality of Life*, Allyn and Bacon, New York, 1975.
128. Farrell & Lundegren, op. cit., p. 20.
129. A service centre is a facility for the senior citizen which is properly manned and financially well off, it is acceptable to the senior citizen, enjoys the support of the community, achieves its goals, offers a wide variety of recreation programmes with due regard to the needs and makes provision for real participation and involvement.
130. Kraus, op. cit., p. 263.
131. Ibid., p. 264.
132. Loc. cit.
133. Loc. cit.
134. For more details see Godbey, et al: "Rethinking Leisure Services in an Ageing Population", *Parks and Recreation*, Vol. 17, No. 4, 1982 and Davis, N.B. & Jeaff, J.D. "Facilitating Role Continuity of the Elderly Through Leisure Programming", *Therapeutic Recreation Journal*, Vol. 14, No. 2, 1980.
135. It has only been in the last 20 years that major programmes efforts have been undertaken to correct these situations. Prior to 1960, most programmes for these people were segregated, occurring only in institutions serving these specific populations. Today, thanks to such organisations as the Joseph P. Kennedy, JR Foundation, the National Association of Wheel Chair Sports, the Association of Retarded Citizens and the Easter Seal Society, community recreation programmes for these special populations exist. One can hardly find a major city in the United States today without special programmes for the retarded and physically disabled, vide, Sessoms, op. cit., p. 225.
136. Kraus, op. cit., p. 265.
137. Carlson, R.E. et al: *Recreation and Leisure : The Changing Scene*, Wordsworth Publishing Company, Inc., California, 1979, pp. 268-269.

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CHAPTER THREE

TYPES OF PARKS AND OTHER RECREATIONAL FACILITIES

1. Introduction

To understand and determine the administrative aspects of parks and recreational facilities at the local government level with respect to Durban, it is important to look at the types of parks and other recreational facilities that exist. During the last three decades, the recreation needs and demands of most communities have increased substantially. Today people have more opportunity for recreation than ever before. For example, scientific and technological advances have reduced the workday and the workweek. Prolonged life produced labour saving devices, and increased production per man hour of work. Longer life, combined with compulsory retirement, has produced a new leisure group of 'senior citizens'. Increased leisure provides small allotments of time on weekdays, larger allotments on weekends and occasional holidays and substantial blocks of time for vacations.

To enjoy this time and make use of it, a positive contribution has to be made to the growth of culture and society in general. Local government should therefore provide suitable recreation opportunities. Park facilities, developed to facilitate recreation participation by all age groups, are essential to individual and community well-being. Recreation is one of the keys to abundant living. Because of its importance in society, recreation is more than a personal responsibility. As ingenious and resourceful as man may be, his attempts to provide recreation for himself cannot be successful unless he pools his resources with those of other individuals. Aspects of culture that have given increased freedom and leisure have also worked in some ways to our disadvantage. The rapid population increase and new leisure have created vast new economic markets and asserted the

promotion of financial affluence. But this development, in turn, has depleted much of the fixed supply of resources. Changes in land use patterns failed to take into account the need for maintaining open lands for recreation and in too many cases established park lands have been lost to other uses.

The average individual, acting on his own, cannot provide for all his recreation needs or protect his interests in the face of the powerful influences represented by rapid urban growth. Therefore, society must act through its institutions, and particularly through local government and administration, to develop and protect the park resources and the potential for recreation that remain.

The aim of this chapter is to ensure that human and social meanings of parks are discussed, followed by a discussion of the different kinds of parklands and recreational facilities that prevail in society. Thus, the objectives are:

- i) Human and social meanings of parks and parks defined.
- ii) Different types of parks.
- iii) Recreation, and
- iv) Commercial recreation.

2. Human and Social Meanings of Parks

Contemporary city life is characterised by human interactions which comprise mainly secondary groups seeking common interests, not bounded by membership in the primary groups of families and friends. City spaces for secondary group interaction typically are facilitated in areas ordered by social heterogeneity. City parks are areas which provide opportunities for such interaction and tend to epitomise city life.

"Such parks especially the squares, percolates and vest-pocket parks in neighbourhoods of mixed commercial and residential use, and in downtown cores, contribute to city life by providing opportunities for people to remain in the public purview throughout the day. If they receive such continuous use, the parks can compliment the loci and temporal rhythms of business activity ... The physical character of such parks, their capacity for concentrating different types of people in the same small space, and the activities they stimulate, together augment the lively diversity that makes up a city."²

There is a relationship between park design and park use. Jacobs indicates there are four elements which a park must have to attract people of the various types found in an urban population. These include-³

- i) intricacy (the degree to which a park is capable of satisfying a variety of reasons for visiting it, such as relaxation, play, the contemplation of scenery that contrasts with the surrounding buildings and cars, keeping an appointment, or the entertainment provided by watching other people);
- ii) centring (a park's design contains a centripetal focal point or climax, that draws people to it, thus becoming the high point of activity);
- iii) enclosure (the way in which a park's surroundings shape and define its space); and
- iv) sun (the warmth and light provided by the sun).

These elements motivate people to visit a park. Park design may be the most important aspect in attracting people to a park, as it must compete with other community attractions. This was not the case historically, particularly in Western Europe, where a "central city open space or plaza served as a common pasture, a parade ground for the militia, a stage

for religious ceremonies, a platform for politicians, as an arena for the display of goods, nature, status and fashion, and as a place for 'wholesome' exercise, recreation, courtship and secondary leisure activities that were integrated to community life."⁴

To a large degree, community life in pre-industrial times was reflected by the use of park areas for various rituals. In contrast, in the United States of America, prior to 1965, it can be stated that a sense of community was declining through a combination of factors, particularly unimaginative design, shifting population migration in and out of the city and the decline in "we feeling" among community members eager to gain status and acquire wealth.

In a study of two urban parks in an urban renewal area of Portland, Oregon, with fountains serving as their focal point, Love⁵ found three main factors which contributed to their popularity and use:

- i) The element of centring made possible by the pools and walls of the fountains, which centralise people around and in the water, providing settings for people watchers.
- ii) The complexity of the fountains' design stimulates visitors to participate in a variety of pastimes.
- iii) The fountains' management rules contributes to their versatility.

The minimal rules that exist are concerned about littering, disorderly conduct and health measures for waders. Beyond this, rules do not limit participation and enhance people watching. The fountains offer a range of choice to which visitors respond in a variety of ways, providing sufficient versatility to a heterogeneous population characteristic of the surrounding community. A medium for social interaction

is made possible by attractive and differentiated design, allowing for varied corresponding behaviour implicit in the wider range of needs of community members.⁶

What is the function of a park? Is it to serve one type of visitor or all types? Is the park to satisfy an entire spectrum of goals, from solitude and tranquillity to sociability and action? It appears that urban and suburban parks must be designed in such a way as to attract all potential users, and in this sense we may continue to see a revitalisation of urban parks and therefore community life. Love comments:

"This means that if central parks are going to contribute to the revitalisation of city life, park designers must work much more specifically than they have at the interplay between design features and how people use parks. For designing purposes, it is insufficient to say that a certain type of park design in a certain location will attract a large number and variety of people. One must also consider how a park design allows visitors to relate to each other both spatially and functionally."⁷

Parks, open spaces and greenbelts serve as a legitimate part of urban life and urban land use.⁸ The current legitimacy resides in having urban parks scaled on "human" terms, that lend aesthetic diversity to the city, that can be enjoyed for their own sake, that offer people reasons for remaining outdoors in central city core areas, and that offer free and interesting sources of rest, relaxation and other tension-releasing effecting purposes.⁹

Parks afford individuals an opportunity for social interaction and identification and contribute to a community's integration, particularly to the extent to which diverse groups come into contact with one another:

"A city whose diverse inhabitants confine their work, play, residence and shopping to their respective neighbourhood boundaries are to be crossed and recrossed, there must be an acceptance of, and tolerance for diversity ... Neutral territory such as central city parks, then might function as places whose people can become familiar with diverse social types, especially their manner of dress and their pleasures. In this process visitors might become more accepting of diversity in other areas of at least secondary group interaction"¹⁰.

Parks serve as important contributors to the human meaning of communities. There are different interpretations of streets and residential areas, as reflected by middle-class and working class perspectives of their neighbourhoods. Middle-income groups, because of their mobile life styles, tend not to be bounded by their living space. Friends are usually widely dispersed and it is characteristic of one out of every four workers to cross country lines to go to work.¹¹

"Space outside the dwelling unit, including hallways streets and open space is public and anonymous. It is perceived as belonging to everyone and as such belongs to no one."¹²

Working class residential areas of cities are typically viewed in a different light, where boundaries between dwelling units and public spaces are highly permeable and the people are often at home on the streets. Streets are not just parks but have become bounded places to which people feel they belong.¹³ As such a park is a sub-system within a community. Gray comments on the functions of a park in an urban locale as follows:

"A downtown park may be viewed as a physical environment, an institution, a society, an ecology or as a system with subsystems and interfaces with the surrounding city. From one point of view, a downtown park is an island in the paved urban world; it is conditioned by the physical environment and the social system of the surrounding territory. The park serves as a society of the neighbourhood and the neighbourhood is a subsociety of the community and so on."¹⁴

In a study of an urban downtown park in Longbeach, California, Gray observed a dynamic relationship between a park and the surrounding neighbourhood. He found that the relationship may be friendly, where people move with ease from their social roles in the park society to ones they maintain in the neighbourhood or it may be hostile, with park people and neighbourhood dwellers harbouring deep mutual suspicion with little exchange of social interaction. Lincoln Park, the site of Gray's investigation, revealed a well developed social system with a mixture of cliques, classes and groups of various kinds:

"The lower class made up largely of indigenous, the homeless, 'winos' and the like - occupy the older section of the park. They are more argumentative and more radical in their politics. Their conversations may erupt into oratory. They have a well defined territory which is seldom visited by any of the other regulars. Here some pass the time of day, look for a hand-out and sleep in the bushes at night. For a few, the park is 'home' between visits to jail. They look to the park for satisfaction of their biological as well as their social needs. The upper class, composed for most part of elderly retired middle-class men and women belong to the recreation clubs and occupy the redeveloped section of the park. They play

cards, shuffle board and roque, sit on the benches in the sun and carry on endless discussions. They avoid contact with the lower class individuals whenever possible. Generally people of their class are clean, well drawn and orderly. They look to the park primarily as a source of satisfaction for their social needs".¹⁵

It is suggested from studies of urban parks that they are successful open space areas when they provide for a variety of people, diversity of opportunity, attractive physical and aesthetic environment and a design which facilitates amenable social groupings. It is suggested by Gold that recreation behaviour in urban parks is typically frustrated because local codes of conduct are not in concert with the changing life styles of a growing number of people.

"The idea that urban parks are for 'all' people and established for the 'pleasurable' use of leisure time is in contradiction with the life-style and leisure behaviour of a growing number of people. Although the Puritan Ethic is slowly fading, many parks and recreation professionals still cling to ideas of user behaviour as 'deviant', e.g. nude sun-bathing or rock music festivals. The notion that urban parks should be used by only 'normal' people for the constructive use of their leisure time as defined by others, may be inappropriate or an infringement on civil rights. It does not acknowledge that urban parks are one changing reflection of society and an appropriate place to see life as it is, lose some of the pretensions of an anxious world or express many normal human feelings. For example, if eating, drinking and dancing and social interaction are considered normal leisure behaviour, most urban parks do not adequately provide for these activities in the same sense as they do for

Little League, tennis or crafts. In a polarised private and impersonal society, there are few public places left that allow people to gather, participate or watch others express these basic leisure desires".¹⁶

It is suggested by Gold that one reason for the increasing wave of vandalism¹⁷ in urban parks is the result of people being frustrated with the visual and functional character of these areas. One response to tension and anxiety has been the conversion of some park areas or specifically created gardens for people to engage in "horticulture therapy", by having an opportunity to grow plants or vegetables. An increasing number of cities and park districts are setting aside plots of land for the public to grow vegetables, a reflection of the need by people for beauty and peace.¹⁸

2.1 Meaning of Park

Parks can be said to be as old as human history. They have always served as a locale for recreation pursuits and have always been a source of recreation in themselves. Ancient parks, for the most part, were the private pleasure grounds of the high and mighty. Not until the 19th century did public parks become the fashion, although at one time, public parks were fairly prevalent in some of the Mediterranean countries.¹⁹

The first parks were the hunting parks of the king, the prince and the noble, where large areas and where wild animals were kept for the sport that hunting provided. This has its parallels in today's private sportsmen's clubs. Sometimes tame animals indigenous to the locality as well as animals from other countries were kept for the enjoyment of visitors. These parks were the ancestors of today's zoological gardens.²⁰

A part of such a private domain in the vicinity of the castle became the garden and outdoor playground of the court family i.e. the entertainment grounds for visitors to the court. Infrequently the commoners were permitted attendance. Here were conducted such entertainments as plays, song festivals, concerts, exhibitions by jugglers and gymnasts and if the area was suitable, races and athletic events took place.²¹

There were other ancestors of today's parks, i.e. the market place, the town plaza, the agora. Each was the site of social intercourse for the common people of the times. The British Village Common constituted the playground (it served other purposes as well) of the common people of England. Commons were introduced by early European settlers into America.²²

Definitions of the concept park will be given.

2.2 Park Defined

Seymour Gold²³ defines a park as:

"any area of public or private land set aside for aesthetic, educational, recreational or cultural use."

Doel²⁴ asserts that

"a park is a piece of land or water set aside for the recreation of the people. A park is both a tool for active supervised recreation and by itself and standing alone an instrument for recreation."

This definition would imply that could refer to improved land, which is land that has been set aside and specially prepared for public use e.g. courts for games, playgrounds, picnic grounds. It could also be unimproved land, where it

could contain characteristics which in themselves induce and promote recreation, such as hunting, fishing, hiking and winter sports.

Leslie Reid²⁵ is of the opinion that

"parks provide a place for expression of distinct human needs, as places for contemplation of beauty, for release from the strictures imposed in a crowded, hectic, regulated urban existence, for reinforcement of humanities to natural systems and for better understanding of the environment."

Definitions of park offered by the Oxford Dictionary²⁶ for example include

"public garden or public recreation ground in a town, 'play field', 'area of grassland usually with trees round a large country house or mansion', 'area of natural beauty, e.g. mountains, forests, lakes, set apart by the State for public enjoyment."

Brian Botha²⁷ states that a park

"aanvanklik beskou kan word as 'n stuk omheinde grond van aansienlike grootte wat sierlik met gras en plant materiaal beplant is en wat binne of aangressend aan 'n dorp of stad gelee is en vir ontspanningsdoeleindes nagewend word."

Murphy and Howard²⁸ define a park

"as a space outside the dwelling unit including hall ways, streets and open space is public and anonymous. It is perceived as belonging to everyone and as such belongs to no one."

This definition refers to parks being a subsystem within a community.

A definition of the concept park for purposes of this study will now be attempted. A park could be considered as an open space designated to provide urban benefits which can only be enjoyed outdoors, and it is a physical area, finite, static in space. It can be measured, maintained and patrolled.

3. Types of Parks

The types of parks described below are all parks that can contribute to an extensive parks and recreational service to the suburban areas. These types of parks are generally prevalent in the Durban municipal area.

3.1 Regional Parks

In South Africa regional parks are the responsibility of the provincial administrations. This responsibility must not be underestimated. The institutional system in South Africa which makes provision for a three tier system of government, each with its own responsibilities, emphasises the necessity for sufficient regional parks of a high quality.

Regional and provincial parks are created, or ought to be created, to provide for the recreational needs of the inhabitants of a particular area/district. Provincial and regional parks are presently located in areas of exceptional natural beauty (e.g. Blydepoort in Northern Transvaal) or where some unique natural phenomenon is situated (e.g. Tshipise in Northern Transvaal).²⁹ This regulation/ruling is praiseworthy but it ought not, as is the case at present, be the only norm for the provision of provincial parks. More regional parks per se are needed, because existing regional parks are either nature reserves or public resorts (e.g. Willem Pretorius game reserve and the Island Public Resort).

Large areas of nature reserves in municipal areas, are currently undeveloped and therefore underutilised. The largest of such areas is found in the municipal areas of the smaller local authorities.³⁰ Shortage of funds and facilities are the reason why these nature reserves are not yet developed, and most probably will remain so for decades. The central government ought to pitch in and provide the necessary money and expertise to help develop them as regional facilities.³¹ In the Cape Province the provincial administration subsidises the local authorities in developing these facilities.³² A lack of sufficient funds, and insufficient expertise on the part of the municipal authorities, do not ensure facilities of a high quality.

The nature and extent of a regional park must be stipulated. Especially overseas, extensive standards are set for the desirable surface area of a provincial or regional park.³³ These standards are expressed in most cases as area surface per 1 000 persons. Although this method of surface determination is generally used in the United States of America and Europe, it has apparently not found general favour in the Republic of South Africa³⁴. The facilities that must be provided in provincial or regional parks will have to be determined by needs as well as other factors such as climate, travelling distance and population density.

These facilities include:³⁵

camping and caravan facilities; huts, rondavels and chalets; swimming; fishing; horse-riding; hiking; watersport; picnic sports; wilderness areas; and golf facilities.

The provincial park serves a threefold purpose, namely:

- i) To conserve nature.
- ii) To supplement urban parks and recreation facilities.
- iii) To create opportunities for city dwellers to escape from the city for short periods.

The ideal condition will be for provincial parks to be provided for within the 2 to 3 hour travel zone, i.e. 60-150 km from the consumer point. The opinion is also held that a minimum size should be stipulated for provincial parks, viz. 33 hectares.³⁶

3.2 Local Parks

Local parks are provided so that the city dweller can escape the city environment without having to travel long distances and this type of park ought to serve a number of urban areas. The ideal location is usually as close as possible to the urban area to be served. The park ought to be outside the municipal borders.³⁷ The nature and extent of this type of park is described extensively in various sources. The undermentioned description is offered as representative. The park ought not to be smaller than 100 ha, with the ideal size being 300 ha.³⁸ This park should include wooded areas, should be topographically aesthetic and preferably (unfortunately not always possible) situated near water.³⁹ It must have picnic, camping and caravan facilities, with accompanying comforts.⁴⁰ Opportunities for watersport, as well as hiking tracks and horse riding facilities are desirable. Among other facilities which ought to be provided are-

- tennis courts and other similar facilities such as volleyball and badminton;
- swimming and diving; and
- braai facilities.

In conclusion, it must be pointed out that the mobility of the present teenager greatly emphasises the need for such a park.

3.3 City and Town Parks

City and town/village parks are not known to South Africa. Some cities do have such parks.⁴¹ In the U.S.A. and Europe the provision of such parks is accepted practice. These city-wide parks are provided to supplement the urban parks and children's play areas. The users are the community as a whole. They should provide for a large variety of recreational facilities and therefore more than a 100 ha of ground is needed. The primary purpose of this type of park is the provision of active as well as passive recreation. As a result of the current town planning processes in South Africa, location is at present problematic.⁴² The town planning schemes of municipal councils make no provision for the reservation of land for such parks.

In choosing the location, cognisance must be taken of the accessibility to users. As in the case of regional parks, extensive descriptions of city wide parks are given in the American literature.

There are institutions which prescribe just 1 acre (0,4 ha) per 1 000 persons, while others insist on 15 acre (6 ha); 4 acres (1,6 ha) per 1 000 persons in however the standard generally prescribed.⁴³ Because the particular needs/nature of the community determine the extent and nature of parks and recreational systems, it would be unwise to prescribe a certain standard for such parks. However, 1-4 acre (0,4-11,6 ha) per 1 000 inhabitants, based on the needs of the population, is generally accepted.⁴⁴

To determine the extent and nature of facilities for a city-wide park, the Sacramento County, California Planning Commission's requirements are quoted. Although they refer to a recreation park, this seems to be synonymous with what is mentioned here:

A 200 acre park serves a population of 100 000 and includes-

- 2 acres of play area for preschool children;
- 4 acres of play area for elementary school children;
- 15 acres of sports field for general use;
- 3 acres of paved area for court games;
- 1 acre of concrete multi-use area;
- 30 acres of family and group picnic and barbecue area;
- 10 acres of open area for special events;
- 7 acres for amphitheatre;
- 40 acres of natural areas;
- 15 acres for parking 2000 cars;
- 25 acres of day and weekend camping areas;
- 5 acres of club house and recreation centre (auditorium);
- 15 acres of landscaped area; and
- 20 acres of service roads⁴⁵.

3.4 Mini-Parks

Mini-parks are small parks where children can play or adults can relax in a pleasant setting. They are not designed for organised programmes but simply provide a common ground "just down the street" where neighbours can meet on a casual day to day basis. As local play areas, mini-parks are intended to serve any residential area where a need exists for play apparatus. Mini-parks in high density areas help compensate for the lack of private yards to play in and help break the monotony of asphalt and buildings.⁴⁶

3.5 Neighbourhood Parks

A neighbourhood park is a 'walk to' park primarily serving the neighbourhood, the smallest planning unit of the area. Neighbourhood planning units generally are bordered by heavily travelled streets, but not transversed by them. Within the neighbourhood, children can usually walk or ride bicycles without competing with thoroughfare traffic. Be-

cause of this, neighbourhood parks are designed primarily for children's activities with organised recreation programmes primarily for 6 to 12 year olds.⁴⁷

Since the park service area often coincides with the service area for an elementary school, the population required to support a neighbourhood park closely coincides with that needed to justify an elementary school. Because elementary schools and neighbourhood parks serve the same age group, they should be located adjacent to each other. They have compatible land uses and because of a common need for recreation facilities, can be mutually beneficial.⁴⁸ Where there is a preponderance of older citizens, facilities and programmes at neighbourhood parks should also be structured to meet these needs.

Because the recreation needs would vary from one neighbourhood to another depending on the income, age and social background of its residents, the facilities and the programmes of a neighbourhood park should not be rigidly standardised but designed to meet the particular needs of that neighbourhood. They should include such facilities as a recreation building, multipurpose courts, open fields for play and a play apparatus area. It is essential that a neighbourhood park include a 'parklike' setting and a well shaded, quiet area where adults can gather to chat and watch their children.

3.6 Community Parks

A community park is a 'ride to' park designed to serve the residents of a group of neighbourhoods, usually four to six, constituting a community. A community park is larger and contains more facilities than a mini-park or neighbourhood park and is primarily intended to meet the programmed recreation needs not met by those smaller parks. At the com-

munity park, activities for teenagers and adults are introduced. Essentially these are family recreation centres with programmes and facilities for all age groups.⁴⁹

Typical community park facilities include athletic fields, tennis courts, a swimming pool, play apparatus area and a recreation building designed for arts and crafts, games and meetings. In addition to facilities for active play, pleasantly landscaped acreage for passive relaxation should be provided at a ratio of one acre for passive use to two more acres for active use. Without an adequate passive area, a park has little more parklike atmosphere than a school athletic field.⁵⁰ As with neighbourhood parks, programmes and facilities should be adapted to the particular needs of the neighbourhood being served.

The service area for a community park generally coincides with the service area for a junior or senior high school. The park and school should be located adjacent to each other, because both require similar recreation facilities and a larger percentage of park users are school students. Community parks should be located near major streets and arterials to provide better access. Because community parks attract fairly large numbers of people, they should be well buffered from adjacent residences.⁵¹

3.7 Metropolitan Parks

Metropolitan parks are intended to serve country residents. They are developed primarily to make available special natural resources for recreation use. Since they are generally designed for resource oriented activities such as boating, swimming and fishing, location is dependent on the availability of the resources desired. Sites chosen for metropolitan parks should be areas of outstanding natural beauty or have particularly good potential for improvement, such as abandoned rockpits, where many sought-after variations in topography are present.⁵²

Metropolitan parks should be readily accessible to the urban population, ideally within a 30 minute drive from the area served. Metropolitan parks are the primary areas where the much demanded access to water can be provided. Marinas, boat ramps, beaches, picnic grounds, camp grounds, nature study trails and hiking trails are generally provided. Where the natural environment is not outstanding, some metropolitan parks can be suitably developed as major athletic and sports centres and for other activities which do not require particular natural resources.⁵³

As urban development rapidly expands and destroys natural areas, Metropolitan parks are among the few places where the public can go within a single day to enjoy outdoor recreation in a natural environment. The facilities provided must, above all, be designed and related to each other so that they do not destroy the beauty and serenity the metropolitan park is intended to provide. The need for a place to retreat from the noise and congestion of the urban area and to return to nature cannot be overemphasised.

3.8 Suburban Parks

Suburban parks are the most common parks encountered in South Africa, the reason being that town planning schemes in South Africa have to reserve land for such parks in suburban areas. Of many town layout charts consulted, it is obvious that the size and situation of these parks differ from municipality to municipality. Parks are often situated on nothing more than pieces of reject land.⁵⁴

As long as the present town planning schemes serve as prescriptions for the reservation of land for parks purposes, this undesirable practice will continue. More rational and scientific requirements for reservation of land in suburban areas will eradicate this disturbing issue to a great extent. In land reservation for suburban parks, the

same criteria as discussed in previous paragraphs apply, namely areas per 1 000 persons. However, the accessibility of the park location should be considered. Attention should also be given to minimum size and form.⁵⁵

The sources consulted stipulate a variety of standards, each expressed in areas per 1 000 persons. For example, in the United States of America the Outdoor Recreation Coordination Commission and the South Carolina Wildlife Resources Department recommends 2 acre per 1 000 persons with a service radius of a half a mile.⁵⁶ Other recommendations vary from 1 to 15 acre per 1 000 persons.⁵⁷

Accessibility is another important aspect in the provision of suburban parks. The service radius of such parks must be determined by the population density. In high density areas the service radius can be greater than in the case of low density areas. However, it appears from sources consulted that in both cases the service radius should not exceed 1 km.⁵⁸

The overseas literature does not specify facilities that should be provided.⁵⁹ It simply states that they should be varied, as is the case with city parks. In South Africa many of the parks lie undeveloped and therefore unutilised. Those that are developed are in most cases in a bad condition, planted with grass and trees and provided with outmoded and inappropriate equipment (such as swings, see-saws and slides) which leave nothing to the imagination.

However, most local authorities have, to a large extent, converted these suburban parks in decorative horticultural masterpieces, which have only passive recreation possibilities. They are laden with rules restricting the use thereof. Nevertheless, the need for such passive recreation facilities should not be denied. Development is an expensive

process which in an already limited budget, doesn't leave much room for the development of facilities for active recreation of community life.⁶⁰

3.9 Children's Play Parks

Although the specific provisions of children's play parks is an accepted practice in the United States of America and Europe, in South Africa it is a matter which enjoys incidental attention. Play apparatus, outmoded and unimaginative, is sometimes seen in suburban parks. The poor condition of the apparatus is striking. Accessibility to these parks and the safety of the children who use the apparatus is seldom taken into account. Certainly the greatest shortcoming is that there is no official supervision at these facilities. Children's play parks in the United States of America and Europe are usually extensively planned and provided. In particular, the apparatus is of a high quality and unlike South Africa not limited only to see-saws, swings and glides⁶¹. In these countries the 'adventure playground' provides hours of ingenious pleasure to children. These types of parks not only give the child his necessary freedom of play patterns, but also make demands on his ingenuity. There should be no need to emphasise the obvious need for such things and for accessibility and safety in the planning of children's parks.⁶²

Since there are no specific regulations in South Africa which require land reservation for children's parks, overseas regulations should be consulted. The Bureau of Outdoor Recreation publications offer the following requirements-⁶³

- Westchester, New York 1/4 acre per 1 000 persons;
- Michigan, 1 acre per 800 children;
- Kentucky - 2,5 acre per 1 000 persons;
- New Jersey - 1,5 acre per 1 000 persons;
- Oklahoma - 14 acre per 5 000 persons.⁶⁴

Not much needs to be said about the type of facilities to be provided in children's play parks. Apart from the large variety of play apparatus currently available, there are many facilities besides those traditionally provided. Furthermore, the following is also important-⁶⁵

- safety of the facilities;
- accessibility of facilities;
- provision of facilities for various age groups; and
- supervision, not only of the facilities but of the children who use them.

3.10 People's Parks

People's parks may be seen as expressed needs and reflections on comparative need, and as lessons relating to equity. As such they are case study phenomena - aspects of everyday-level social life which are, in our present sociopolitical circumstances, very telling⁶⁶. The term 'People's parks' covers a variety of specific manifestations. One example is the corner-open lot in a White residential area that becomes the soccer ground for a sophisticated league run by Black domestic workers. Another example would be the recreation/gaming/play areas which emerge, crystallise and disappear at large bus ranks in accordance with commuter's needs. And a third example would be constituted out of the literal people's parks which the residents of so-called townships make in empty lots or on the sites of demolished or burned dwellings. The best known is Mandela Park - a play area made out of iron sheeting and other 'cast off' materials among weeds and informal statuary in a Johannesburg or Durban township.⁶⁷

As stated, such phenomena tell three important tales namely⁶⁸:

- i) If we read people's parks as an indication of needs felt, not met and now expressed, they tell a tale of neglect for recreation need as part of social experience. They do not however, demand to be pulled down

and replaced but to be seen as salutary lessons in neglect put right by self-involvement. As much as telling a tale of neglect they tell a tale of paternalism and normative standards in the provision of recreation opportunities and facilities.

- ii) The second tale they tell concerns comparative needs and the danger of establishing recreation programmes and facilities on the basis of predetermined standards. The current emphasis on traditional site, shape and aesthetic standards obviously bears little relevance to actual experience. In this sense too, need and equity have to be very carefully judged.
- iii) The third tale told by people's parks relates to the nature of equity. Consider, for instance, how many Winnie Mandela Parks could emerge from the capital invested in a single rugby stadium and how much would still remain for services and possibly some housing too.

3.11 Other Types of Parks

3.11.1 Nature Reserves

Nature reserves are areas vital to the maintenance of natural functions, such as wildlife reproduction and feeding. The primary purpose is to preserve nature in its untouched form for public enjoyment. Because they are intended for the study and enjoyment of nature, development should be primarily directed towards providing access and nature study facilities. Compatible recreational facilities for nature reserves may include, in addition to nature study facilities, campsites, boat launching facilities, beaches and bridle paths. Nature reserves of immense proportions, such as the Everglades National Park and Water Control Conservation Area, and in South Africa the Vaal Dam and Langebaai Lagoon could support a larger variety of recreational facilities without destroying the overall natural character. Nature reserves are of countrywide and in some instances, nation-wide significance.⁶⁹

3.11.2 Wayside Parks

Wayside parks primarily serve as resting places for the automobile traveller and as small picnic grounds. A wayside park is an en route stopping place and not ordinarily the primary destination of an automobile trip. These areas should be conducive to relaxation and rest. Areas of scenic beauty are preferable locations. Wayside parks are especially suitable and desirable for inclusion in the proposed greenway system.⁷⁰

3.11.3 Greenways

Greenways are linear open spaces that can follow canals, rivers, the bay shoreline, electric power transmission line rights of way, streets and highways or even bicycle paths. Names frequently given to greenways serving a particular function include parkways, boulevards and greenbelts. Whatever form they take, greenways are intended to make movement from one part of the country to another more pleasant. Because of linear form, they are particularly conducive to such recreation activities as hiking, bicycling, horseback riding or driving for pleasure.⁷¹

3.11.4 Ornamental Areas

Ornamental areas are green spaces designed for visual enjoyment. Most frequently they are provided to enhance the rights of way of streets and highways. Examples of ornamental areas are median green strips, triangles, and walls.⁷²

3.11.5 Special Activity Areas

Special activity areas are designed and used for one predominating activity. Examples of such areas are golf courses, swimming pools, municipal stadiums and recreation centres. They usually exist where large parcels of land are not available for development of a multi-facility area, or when a facility can fulfil a function without the aid of complementary facilities.⁷³

3.11.6 Vest Pocket Parks

These tiny parks located in the midst of urban areas do not conform to the usual pattern of either city or country parks, since they rarely add much acreage to the park system and are usually placed in areas that give parks a very high profile in the neighbourhood.⁷⁴ They normally consist of un-vegetated plots developed for recreational purposes. They can be permanent or temporary. They are provided to supplement insufficient facilities. These parks can be for the exclusive use of children or the aged. They can also be for the use of all age groups, depending on the needs of the community being served. If the size is suitable, provision can be made for children's parks, passive recreation areas, landscape areas and sport activities for which a large area is not needed.⁷⁵

3.11.7 Development of Wet Areas and Other Land Unsuitable for Building

To dry the wet areas or to develop them for building is expensive and in most cases untenable. These areas can, however, be utilised as greenbelts, which have aesthetic and also environmental value. Examples are vleis,⁷⁶ marshes, swamps, springs and land which as a result of underground mining activity is unsuitable for building.

3.11.8 Open Space Networks

This concept has not yet taken off in South Africa. The municipality of Benoni seems to be the only one which has accepted the recommendation of the planners. Steps have already been taken in the development of this open space network. There is no doubt that the open space network is a suitable method of providing for a community's recreational needs. It would seem that this concept should enjoy more attention by the planners. An open space network for a city implies that there shall be open spaces all over the municipal area.

An open space network-⁷⁷

- offers recreational opportunities for the inhabitants;
- conserves visual and natural resources; and
- lends form and beauty to the area.

3.11.9 Trim Parks

The original idea to develop trim parks originated in Germany and spread in the last decade to Europe and then to South Africa. The purpose of the trim park is to offer the community the opportunity to keep fit and healthy through exercise done on the provided facility. This is a noteworthy facility especially when under the supervision of expert personnel. Trim park facilities can be made part of existing parks or can be specifically provided.⁷⁸

4. Recreation

The types of recreation and sports facilities described hereunder are all facilities which could contribute to an extensive service to the communities.

4.1 Indoor Recreation

Indoor recreation requires buildings. Buildings can be specifically built for indoor recreation or existing buildings such as church halls or city halls can be used for this purpose. The requirements, that is the number, nature and extent of activities offered, should be determined by the number of people. The location of recreation centres is largely determined by population density. In high density zones the provision of recreation centres takes higher priority. However people in lower density areas also need this facility. It is expensive to provide recreation centres, therefore, they must have a dual purpose and also be used for indoor sport. However, organised sport should not predominate over recreation. Recreational centres provide recreational activities to all age groups and are manned by expert recreation personnel.⁷⁹

There are generally two types of recreational centres, namely:⁸⁰

4.1.1 Neighbourhood Centres

Like neighbourhood parks, neighbourhood recreation centres are intended to serve an area with a radius of from 0,75 to a maximum of 1,5 kilometres. The ideal situation occurs where a centre is located within or adjacent to a neighbourhood park so that both indoor and outdoor activities are provided at the same site. This is not always feasible in older sections of cities so that park and recreation departments are often forced to adopt other approaches. Sometimes a recreation centre is built on a small property, which leaves little space for outdoor activities. Under other circumstances, disused shops, old houses or older public buildings such as obsolete schools and fire stations are converted into neighbourhood centres.

4.1.2 Community Centres

A community recreation centre, sometimes called a district centre usually provides neighbourhood type opportunities for people living nearby and more specialised experience for those residing in all the neighbourhoods that lie with the group of neighbourhoods that it serves. Therefore, it contains neighbourhood centre facilities, plus amenities that are either used infrequently or that it is financially possible to provide only at a few locations. The latter usually consist of an auditorium and a gymnasium with sufficient room for at least one full-sized basketball court. Indoor swimming pools are now becoming more common in community centres, especially in locations where the use of outdoor pools without water heating equipment is limited and where no public school in the community has an indoor pool.

These types of centres are found in suburbs such as Sydenham, Asherville, Phoenix, Chatsworth, Berea, and Montclair in Durban.

4.2 Open-Air Recreation

The location of the facility of open-air recreation is linked to the preceding discussion. The location of open-air recreation will determine where open-air recreation activities will be exercised, and what facilities will be provided by the authorities.⁸¹ On the municipal level the utilisation of parks and other facilities for recreation must be given attention.

4.3 Sport Facilities

Centralisation or decentralisation of sport facilities is a matter to be considered. The fact that sport facilities in most towns and cities in South Africa are centralised is linked in three aspects, namely-

- town planning schemes seldom make provision for specific land reservation for sport purposes;
- the location of sport facilities in each municipality is done on an ad hoc basis;
- historically, the sport facility is located at the town's first park.⁸²

The accepted practice in South Africa is that only certain sports facilities are decentralised. These facilities are usually tennis and bowling. The decentralisation of golf courses is a result of the large areas needed. The increasing interest in squash has resulted in squash facilities being decentralised to a large extent. Originally squash facilities were a part of the facilities at golf courses. The growth of town and cities necessitated decentralisation of sports facilities.⁸³

When considering the location of sports facilities a quick reference must be made to the duplication of sports facilities by municipal authorities, provincial departments of education and private clubs. This is especially the case in South Africa where facilities and sporting contact were

separated amongst the various population groups due to the policy of separate development. Co-operation between these various bodies in providing facilities required attention, although this has subsequently changed due to the unification process taking place between sporting bodies and sporting codes.

The co-operation stretches further than the provision of facilities. The location and size of schoolgrounds is also pertinent. Observations in the United States of America have shown that it is to the community's and also to the educational department's schools' advantage when this co-operation exists. However, it must also be remembered that education in the United States of America is the responsibility of the local authorities, which facilitates co-operation and co-ordination.⁸⁴ The fact that schools are functioning in terms of the government's policy of own affairs and general affairs is a problem and until a new system prevails, it will be virtually impossible to find common ground and co-operate.

4.4 Special Recreation Areas

Areas that provide facilities for a specific form of recreation include the golf course, camp, bathing beach, swimming pool, athletic field or stadium. Often these facilities are to be found in the types of areas previously described, but there is a growing tendency to require special sites for these facilities.

4.4.1 Bathing Beaches

Comparatively few cities have waterfront property suitable for development as a bathing beach. The ideal beach combines deep water for experienced swimmers, ample shallow water for beginners and an expansive area for sunbathing. Its slope is gradual and free from obstructions or holes and its sand surface extends into the water beyond the wadable area. In

selecting a site for a beach, especially along a river, care must be taken to make sure the water is pure and free from swift currents. Jetties or groins are required at some ocean beaches to prevent erosion or to help build up the beach. Fences are erected at some beaches to facilitate control and restrict bathing to supervised, safe areas.⁸⁵

The bathhouse, a necessary feature, varies from a simple structure with toilets and spaces for storing personal belongings to one affording locker, shower, changing, toilet, bathing suit, first-aid, refreshment and office facilities. All these rooms are needed at an extensive beach attracting large numbers of people from a considerable distance. Less ample facilities serve if many people come to the beach dressed for bathing. Ready access to the water from the building is desirable, but the building should not encroach upon the sand beach. Facilities for volleyball, horseshoes, handball and shuffle board and an area for informal games, conveniently located so as not to interfere with bathers, add to the popularity of a beach. A picnic area with tables, benches and fireplaces is also a popular feature. The space needed for the parking of automobiles is determined by the capacity of the beach.⁸⁶

Safety equipment of different types is required at lake, river and ocean beaches. For non-swimmers a portion of the shallow water area is often marked off or enclosed and the area for swimmers is also plainly indicated. A float with diving boards or flat forms is sometimes provided and anchored in at least 10 feet of water. Boating and water skiing should not be permitted in the bathing area.⁸⁷

4.4.2 Golf Courses

Many of the early municipal golf courses were laid out in existing parks, but in recent years most courses have been built on areas specially acquired for this purpose. Fifty acres or more are needed for a nine-hole course and 100

acres or more for an eighteen-hole course. Land with uneven topography and some woodland is most suitable. Golf courses are usually built on properties near or outside the city limits. Because the game of golf requires considerable time and because most golfers have means of transportation, ease of access to the golf course is less important than with many types of recreation areas. A clubhouse is needed and sometimes tennis courts, a bowling green, putting greens and other game courts are provided nearby. The course is often used for winter sports.⁸⁸ The golf course presents an opportunity for harmonising landscape beauty and active play. Courses are made interesting through variation in the length of holes and the width of fairways, the introduction of hazards and the utilisation of varied topography and tree growth.

4.4.3 Swimming Pools

Although commonly included in a recreation area, a separate site is sometimes acquired for the swimming pool. A space as small as one acre may suffice for a neighbourhood pool, but several acres are needed for a large pool that will attract people from a considerable distance and at which a parking space is needed.⁸⁹

There are also many types and shapes of pools. A few cities have built pools exclusively for children's use about 20 by 40 feet, with a maximum depth of 30 inches or less, others have built portable pools to serve the same function at relatively low cost. Pools for neighbourhood use by all ages are increasingly popular, they are usually 25 by 50 feet, with a maximum depth of 4 to 5 feet. The fun shaped pool is well suited to the needs of a small community with only one pool. The narrow end is made deep enough for diving and the wide end is of wadable depth.⁹⁰ Pools should be surrounded by a fence which serves as a safety measure and makes the pool accessible to bathers only; bleachers for spectators may be erected outside the pool enclosure.

4.4.4 Athletic Fields or Stadiums

This area, primarily an enclosed centre for major games and sports, varies from a field with bleachers seating a few hundred people to a stadium accommodating many thousands. Its chief characteristics are one or more large open spaces with a running track and major sports areas, permanent seating facilities for spectators, a field house - unless lockers, toilets, showers and storage spaces are provided under the stands or in a nearby school building - parking spaces and a fence or wall around the entire area.⁹¹ Some athletic fields and stadiums are still used almost exclusively for games and sports, but may be put to wider use by the installation of temporary structures such as a stage for the production of opera, plays and special events.

4.4.5 Municipal Camps

In the United States of America municipal camps are often established in large parks or reservations or on land leased from state, federal or country authorities. Some cities, however, have acquired special properties at camp sites, usually near or outside the city limits. Such a site should be in a comparatively secluded area, partially wooded and preferably with access to a body of water suitable for swimming. A minimum desirable site is 20 acres. Some camps occupy several hundred acres. Many buildings are needed, including sleeping cabins, dining room, recreation hall, nature museum, service buildings, boathouse and infirmary.⁹²

In recent years many cities have established day camps, most of which are in large recreation areas. Only a few acres are needed for the day camp, but it is desirable that the camp group have access to a larger property. A shelter building is the only structure needed in the day camp although a craft shop or nature museum is a useful feature.

4.4.6 Boating Facilities

Boating is one of South Africa's fastest growing sports and communities with opportunities for boating have a recreation asset of great value. Boating facilities vary according to their nature and the extent of available water areas, which determine the types of boats used and their docking and storage requirements.⁹³

4.4.7 Winter Sports Facilities

Many recreation areas afford facilities for winter sports. Where conditions are favourable, tennis courts, pools and fields are turned into skating rinks, park hills are set aside for coasting and skiing, toboggan slides and ski jumps are erected on golf courses and reservations and ponds kept clear of snow serve as skating and ice hockey centres. The use of these facilities depends upon the weather and disappointments are numerous. However, where climatic conditions permit winter sports the effort to provide the necessary facilities yields large returns in healthful, enjoyable outdoor activity.⁹⁴

4.4.8 Picnic Centres

Picnicking has become one of South Africa's most popular outdoor recreation activities, so most cities provide picnic areas and facilities. There are two types of picnic centres, namely-

- i) those designed for use by large organised groups and
- ii) areas intended primarily for families or other small groups.

The same centre may provide both types, but better results are likely to be attained if the two sections are developed as separate units. Desirable features are a wooded area, preferably bordering a stream or lake, a location distant from sections used for other purposes, an attractive setting and easy access from an automobile road.⁹⁵ Experience has

shown that most large groups prefer rather concentrated picnic areas. Durban's Village Green and Blue Lagoon on the beach front are examples of this.

4.4.9 Other Facilities

Only a few diversified facilities have been mentioned. There are numerous other recreation provisions worth mentioning.

Well equipped tennis centres have been built in numerous cities. Bridle, riding and nature trails lure riders and hikers from congested sections of recreation areas; hurling, cricket, boccie and pelota courts enable foreign-born groups to play familiar games; hunters and fisherman develop their skill at trap-shooting ranges and fly-casting pools. Gardeners and nature lovers find enjoyment and enduring interest and satisfaction in the rose garden, conservatory or botanical gardens. The zoo has a universal appeal to young and old alike.⁹⁶ Through the development of their properties for such uses, park and recreation authorities make a great contribution to the richness of people's lives. In many communities, however, only a beginning has been made in utilising the possibilities afforded by existing areas.

5. Commercial Recreation

Amusements and entertainment are synonymous with commercial recreation. Most commercial recreation enterprises are involved in the entertainment and amusement business. They want a satisfied and happy customer, a player or visitor who will return again to use their equipment, facilities and resources. The range of businesses comprising commercial recreation extends from the local pool hall or video game arcade to the communications conglomerates, such as CBS, which owns several publishing houses in addition to its record company, motion picture studio and radio and television stations.⁹⁷

Commercial recreation includes such groups as the amusement and theme park industry, professional sports, show business (movies, television and theatre), the tourist industry, manufacturers of recreation apparel and equipment, health spas and sports clubs and elements of the transportation and food industry.

5.1 Amusement and Theme Parks

Amusement parks began in England in the late 1800s and came to the United States of America shortly thereafter. They feature lights, moving objects, rides and games of competition. They are stimulating, appealing both to sensory and psychic pleasures. Walt Disney revitalised the amusement park industry in 1955 when he opened Disneyland in Anaheim in California. He gave us the first theme park, a conglomeration of rides, exhibits, food and lodging accommodations, with a new sense of excitement. He gave the public more than amusement, he gave them an adventure. Now the granddaddy of theme parks, Disneyland, still attracts over 10 million visitors per year.⁹⁸

These parks are what their name implies. Through careful planning a specific atmosphere is created. This is done through the physical and interior design of the park and its component parts and the drive and the attitude of its personnel. The theme park is more than a set of amusing experiences in one location. It allows one to escape through fantasy. It appeals to all age groups and therein lies part of its success. Through its rides, exhibits, restaurants and lodging accommodations, it gives the visitor a total experience.⁹⁹

Developers of commercial recreation areas such as Walt Disney World subscribe to the notion that commercial recreation attractions are most successful when there are other tourist attractions within the immediate area. They encourage rather than discourage adjacent recreation developments and are

most successful when their visitors stay for three or more days. By having a variety of options available to the visitors, the likelihood of their staying for several days or coming for a repeat visit is increased.¹⁰⁰

The interdependence between public and commercial recreation development is critical especially in those areas with a high tourist potential. Commercial recreation enterprises are able to respond more rapidly to changing recreation interests and recreation fads than the public sector. Consequently, new rides, exhibits, approaches and accommodations are planned for in the overall development of these commercial approaches. When an activity is on the decrease or an exhibit no longer attracts a significant number of visitors, it is discontinued or refurbished.

5.2 Malls, Fairs, Resorts and Spas

In addition to theme parks and the more conventional amusement areas, there are a variety of new commercial recreation developments which have fascinated the public. Among them is the shopping mall with a strong recreation component attached. Some malls encompass an amusement park or similar commercial recreation areas, others are content to provide facilities for recreation performances such as concerts, art exhibits and dramatic productions. In many ways, the shopping mall is second only to the home as a major recreation facility. It is a place where we go in our free time to look, visit with others and share a sense of community.¹⁰¹

Most malls have found it good business to plan their development in such a way that shopping becomes a daylong outing. This is done through the orchestrating of shops, theatres, restaurants, and public facilities. It is in the latter area where public parks and recreation departments have come into play. They have frequently joined with shopping centres in using the malls as a community recreation resource. They have scheduled concerts, given demonstrations

and exhibits and planned and supervised dances and festivals. Increasingly malls have employed graduates of recreation and parks administration as special activities co-ordinators.¹⁰² The Wheel shopping centre and the Workshop complex in Durban are examples of this.

Fairs and carnivals are still popular in the United States of America and Canada. Each year, the Ringling Brothers and Barnum and Bailey Circus give over a thousand performances to millions of viewers. State fairs, rodeos, and folk festivals are popular events. Old fiddlers festivals, rodeo days, and street fairs are similar forms of special events planned by communities for recreation and commercial purposes. They provide an outlet for local craftspersons to sell their products, give communities an identity and accommodate the competitive instincts of performers.¹⁰³

Another major set of commercial recreation enterprises are the vacation and resort communities. Usually planned around a major activity such as skiing, golf, tennis or sailing they provide the visitor with a total recreation experience. The major interest of the visitors is accommodated, but so is their need for a vacation experience. Boutiques, evening shows, other recreation facilities and a schedule of "things to do" help guarantee the success of the resort visit. Also required is a sensitive understanding by local officials, especially the police, of the effects on the resources and social structures of the community of large numbers of non-residents inundating a community for a short period of time.¹⁰⁴ Resort communities frequently employ recreation staff, whose only responsibility is to provide services for the permanent residents of the community. Other personnel are employed to assist in the commercial enterprises in their efforts to meet the needs of the visitors. Ideally these two groups should work together for more effective planning and utilisation of the community's resources.¹⁰⁵

Mention should also be made of the growing number of health spas and health clubs. Many provide a range of services, including nutrition counselling, physical fitness classes, and aerobic dancing, in addition to their swimming pools and exercise equipment areas. Generally located near business complexes, spas, health clubs and commercially operated racquetball and indoor tennis facilities have given business people an opportunity for vigorous physical activity during or immediately after their workdays. Their presence indicates the public's concern for physical fitness as well as for the recreation experience. Presently a massive complex, Sports City in Durban, is being developed with the finance coming via shares bought by the general public who have an interest in such a development or venture.

5.3 Tourism

Travel for trade and religious purposes dates back to antiquity. Tourism is a modern activity and possibly the most dominant form of commercial recreation behaviour. Its growth as a major economic force and a preferred form of leisure behaviour for millions is due in part to our technological advances and affluence. It is also an outgrowth of people's desire to see other cultures and visit other environments, continents and countries.

6. Summary

Investigation points to the fact that parks were considered as being a critically important element in the urban or metropolitan environment. Parks provided the best, often only location in which urbanites could find respite from inhuman, artificial surroundings and where perspectives could be regained. As recreation has become more structured and more institutionalised, it should help to recognise that parks are not a universally desirable location for all forms of recreation.

It can be stated that population numbers are an effective criterion for determining the allocation of proper ground and land for parks and recreational purposes. Also the type of community prevailing in a specific area would determine the need for specific facilities. Furthermore, from this discussion, the number and different types of park facilities or parklands are evident. Of special interest is a 'people's park'. This is a park that has sprung up on an informal basis when a recreation need arises and pertains especially to the black community. They have brought a new dimension to the concept of parks.

The issue of recreation was also reviewed in terms of the neighbourhood and community recreation centres which play an important role to the inhabitants of a particular area and examples of those found in Durban were given. The different types of recreational facilities were highlighted and appropriate mention was made of the laws on segregated facilities. Investigation reveals that private sector involvement in the provision of commercial recreation is imperative, but it is too early to determine the degree to which the commercial recreation sector will become a part of the park and recreation movement. Obviously health spas, resort operations and fitness clubs have a close kinship with the organised park and recreation movement as all seek and employ similar personnel and programme strategies. The entertainment and mass amusement components remain apart but they are also major elements of the parks and recreation delivery system.

Once a decision is taken on the types of parks and other recreational facilities to be provided, planning is necessary for the development of the recreational facilities. This important function receives attention in the next chapter and provides a basis for the chapters to follow.

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30. Ibid., p. 50.
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35. Loc. cit.
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43. Bureau of Outdoor Recreation, op. cit., pp. 1-3.
44. Ibid., p. 1.
45. Ibid, pp. 4-5 (1 acre = 0,404686ha).
46. Bannon, op. cit., p.194.
47. Ibid., p. 195.
48. Loc. cit.
49. Ibid., p. 196.
50. Ibid., p. 197.
51. Loc. cit.
52. Loc. cit.
53. Loc. cit.
54. Botha, op. cit., p. 53
55. Ibid., p. 54.
56. Bureau for Outdoor Recreation, op. cit., pp. 5-10.
57. Claire, W.M.H.: *Handbook on Urban Planning*, Van Nostrand Rheingold, New York, 1973, p. 185. See Bannon, op. cit., p. 214. Bureau for Outdoor Recreation, op. cit., p. 1.
58. Loc. cit.
59. Loc. cit.
60. Botha, op. cit., p. 55.
61. Loc. cit.
62. Ibid., pp. 55-56.
63. Bureau for Outdoor Recreation, op. cit., pp. 122-15.
64. 1 acre = 0,404 686 ha.

65. Cole, op. cit., p. 349.
66. Butler-Adam, op. cit., p. 27.
67. Loc. cit.
68. Loc. cit.
69. Bannon, op. cit., pp. 197-199.
70. Ibid., pp. 199-200.
71. Ibid., pp. 200-201.
72. Loc. cit.
73. Ibid., pp. 201-202.
74. Loc. cit.
75. Lutzin & Storey, op. cit., p. 189 and see Peterson, J.R. "Vest Pocket Parks in Harlem" in Seymour, W.N. Jr (ed.): *Small Urban Spaces: The Philosophy, Design, Sociology and Politics of Vest Pocket Parks and Other Small Urban Open Spaces*, New York University Press, New York, 1969, pp. 123-124.
76. An example of this in the Durban Area is the park to be found in Randles Road, Sydenham, a coloured suburb where there was a vlei which has been developed into a park and where this now serves as a meeting place over weekends and even weekdays for teenagers and residents of the area.
77. Botha, op. cit., p. 57.
78. Loc. cit.
79. Ibid., p. 59.
80. Information obtained directly from Mr Errol Scarr, Director Parks, Recreation and Beaches Department, Durban Municipality in an interview on 27 March 1990.
81. Botha, op. cit., p. 58.
82. Ibid., pp. 58-59.
83. Loc. cit.
84. Loc. cit.
85. Butler, op. cit., pp. 189-190.
86. Loc. cit.
87. Loc. cit.
88. Butler, G.D.: *Recreation Areas: Their Design and Equipment*, (Second Edition); The Ronald Press Company, New York, 1958, p. 3.
89. Ibid, pp. 3-4.
90. Butler, *Introduction to Community Recreation*, op. cit., pp. 193-194.
91. Ibid.
92. Butler, *Recreation Areas: Their Design and Equipment*, op. cit., p. 4.
93. Butler, *Introduction to Community Recreation*, op. cit., p. 195.
94. Loc. cit.
95. Loc. cit.
96. Ibid., p. 198.
97. Sessoms, op. cit., p. 107.
98. Loc. cit.
99. Ibid., p. 108.
100. Loc. cit.
101. Kawinski, W.S.: "The Mallings of America", *New Times*, Vol. 10, No. 9, 1978, pp. 30-55.
102. Sessoms, op. cit., p. 110.

65. Cole, op. cit., p. 349.
66. Butler-Adam, op. cit., p. 27.
67. Loc. cit.
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69. Bannon, op. cit., pp. 197-199.
70. Ibid., pp. 199-200.
71. Ibid., pp. 200-201.
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73. Ibid., pp. 201-202.
74. Loc. cit.
75. Lutzin & Storey, op. cit., p. 189 and see Petersen, J.R. "Vest Pocket Parks in Harlem" in Seymour, W.N. Jr (ed.): *Small Urban Spaces: The Philosophy, Design, Sociology and Politics of Vest Pocket Parks and Other Small Urban Open Spaces*, New York University Press, New York, 1969, pp. 123-124.
76. An example of this in the Durban Area is the park to be found in Mandles Road, Sydenham, a coloured suburb where there was a vlei which has been developed into a park and where this now serves as a meeting place over weekends and even weekdays for teenagers and residents of the area.
77. Botha, op. cit., p. 57.
78. Loc. cit.
79. Ibid., p. 59.
80. Information obtained directly from Mr Errol Scarr, Director Parks, Recreation and Beaches Department, Durban Municipality in an interview on 27 March 1990.
81. Botha, op. cit., p. 58.
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86. Loc. cit.
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88. Butler, G.D.: *Recreation Areas: Their Design and Equipment*, (Second Edition); The Ronald Press Company, New York, 1958, p. 3.
89. Ibid., pp. 3-4.
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CHAPTER FOUR

PLANNING FOR THE DEVELOPMENT OF RECREATIONAL SERVICES

1. Introduction

One of the important parts of describing the administrative aspects of parks and recreation facilities at the local government level with reference to the Durban municipality is to investigate the factors that influence development. Furthermore, it is imperative that the planning process be investigated. Thereafter, aspects of this process are described with reference to Durban.

South Africa is faced with rapid urbanisation. The concentration of people into large, dense urban areas has produced a reaction from urban dwellers to make a positive effort to enjoy their ever-increasing free time, a major part of which is spent not only away from the place of work, but also from the place of residence and closer to the natural environment.

Urbanisation would also lead to other changes taking place. Many more houses will be built and the nearby countryside will be swallowed up by vast urban sprawls. More cars will be bought. Bigger and better roads will be needed to cope with the increasing traffic, and parking in the city centre will become even more difficult. People will grow more willing to live in flats in order to be closer to shopping centres and to public transport routes. It will become difficult, if not impossible, for them to enjoy traditional free time activities such as gardening and their recreation needs will change and grow.

Recreation occupies a substantial part of free time and it consists of participating in various activities, the nature of which varies from being informal, relaxed and requiring a minimum of concentration to being formal, active and requir-

ing positive participation and greater physical and mental effort. It has been established that the degree of participation depends on several factors such as social, economic, ecological, cultural, physical, and on age, sex structure and family size. The demand for more facilities will grow and the variety of facilities will also grow.

Therefore, few other functions rival in importance than that of planning in support of quality of life improvement for residents of cities and towns in any country. Unless cities are started from scratch, that is developed in an orderly fashion and scheduled in accordance with some plan, the likelihood is that these vast agglomerations simply grow chaotically. Most communities tend to develop from small trading, defence or transportation centres to great magnitude. Usually, cities are permitted to grow without consideration for long-term needs and the essential co-ordination of the diverse parts which comprise the entire city.

There is no more important device for the improvement of urban life than city planning. Planning is based on the continuous scientific study of the long-range needs of the community or region or the orderly control of present and future development in accordance with these needs. It considers, *inter alia*, the sociological, economic, political, topographic, geographic, ethnic, and religious factors that make up the life of the community. It is concerned with such details as the problems of land use and the control of such use in relation to present and future population; transportation needs by water, air, railroad, truck, bus and automobile; commercial and industrial development; public utility services; facilities and structures required by government; educational, cultural, aesthetic and recreational needs.

Local government and private developers share the responsibility for providing recreation spaces and leisure services in cities. Urban planners and landscape architects play a primary role in the location, preservation and design of open space, development of recreation facilities and analysis of social programmes to serve the recreation needs of people. The aim of this chapter is to describe and explain the factors that play a role in the determination of parks and recreational facilities at the local government level and to look at the planning process for recreational services as a focal point for Durban.

Accordingly the objectives of this chapter are to describe the following:

- i) Factors influencing the development of parks and recreational facilities.
- ii) Planning impacts on recreational service.
- iii) Planning aspects in perspective.
- iv) Team approach to planning.
- v) Methods of acquiring parklands in South Africa, with respect to the Durban Municipality.
- vi) Designing parks and recreation areas in South Africa, with respect to the Durban Municipality.

2. Factors Influencing the Development of Parks and Recreational Facilities

Recreation has always afforded an outlet for self-expression, for release and for the attainment of satisfaction in life. During the last few decades, however, the marked and rapid changes that have taken place in our social, industrial, economic and political life have magnified the importance of recreation and parks and have greatly affected the recreation life of the people. A number of these factors and their significance for recreation and parks are discussed hereunder.

2.1 Social Factors

The provision of parks and recreational facilities as a local authority activity is based upon democratic principles and upon the constitutional interpretation of the local authority as an institution that is responsible for the general welfare of the community.¹ This does not mean that the local authority has the exclusive responsibility for providing for parks and recreational facilities; they do, however, play a primary role.²

Opinions about the responsibility of the local authority in the provision of parks and recreational facilities³ developed on a parallel basis with the recreation movement.⁴ For a considerable period of time urban sociologists have shown that the lack of suitable recreational facilities⁵ could contribute to a number of different sociological problems, especially juvenile crime.⁶ Cole states that on going research has shown that the lack of recreational facilities could be connected to other disorders such as neurosis, psychosis, suicide and moral deprivation.⁷

The complexity of urban-suburban life affects one's ability to engage in certain recreation activities. Community life is made up of the interaction of, inter alia, housing, transportation and mobility and industrial patterns, health and sanitation, distribution of income among the population and the level of education of citizens. This would be the same but on a lesser scale in rural areas. The differential impact of these social aspects will result in varied conditioning circumstances for members of the community.⁸ The city life is an excited life. The pressures on urban development as well as the greater pressure on the worker that has led to an increase in excitement leave no room for doubt that recreation space is necessary and that in the future more space will be required.⁹

Cole emphasises that recreation is necessary to relieve excitement.¹⁰ He shows that people who work in the cities generally work in offices and that they require recreation and free-time activities to attract them outside.¹¹ The shorter working day, the shorter workweek, and the long weekends are important factors that help contribute to increased free time for city dwellers¹². The fact that people do not sometimes know how to use this free time properly, is probably a country's biggest enemy.¹³ Scholtz shows that unconstructive free time spending has become a social problem of the first order¹⁴ and has led to a number of the societal problems that we have at present¹⁵. Over and above the local authority has social institutions such as the family, the school and the church that to see to the needs of the community's recreation.¹⁶

This implies that these social institutions must ensure that the free time of the community is used constructively. The youth cannot use their free time constructively and at the same time get into trouble.¹⁷ This does not mean that juvenile crime could be greatly curbed by multiplying the present facilities.¹⁸ It is rather a matter of character development. It is, for example, not necessary for a child to attract attention through anti-social behaviour if he is busy participating in recreation activities both normally and happily where his talents could be shown off.¹⁹ If the provision of children's parks succeeds in preventing serious injury when children are involved, then a value for money could be attached thereto.²⁰ The above statement is of special importance in South Africa, where it is the general practice to provide specific children's play parks.

Parks are for people and the opportunity to participate in recreation means facilities that have to be created for all the people. To participate in outside recreation, open space is necessary. Three reasons for open space can be identified namely for-

- i) active recreation for health and pleasure. Active recreation is for all age groups and interested parties;
- ii) passive enjoyment of open space as a natural feature; and
- iii) urban control, to define the community and thereby give identity and to protect the community against noise, pollution, nuisance; in other words to form a buffer zone.²¹

Besides this a number of other facilities, such as indoor sports, halls, recreation centres and community centres must be added on to provide for maximum use of free time.

In a growing community there will be constant social changes taking place. The number of old-age persons are increasing due to better retirement schemes, pension funds, assurance policies and investments.²² At the same time the needs of the paraplegic and cerebral palsied people in the community also have to be seen to.²³

Present trends and new developments show that human beings' wishes with respect to recreational services change as change takes place in a community. Park and recreation administrators must take cognisance of these changes and evaluate them and adapt their programmes accordingly.

2.2 Economic Factors

Ever since the inception of the industrial revolution there has been a slow but steadfast shortening of the workweek.²⁴ There has also been an increase in the number of years spent in retirement. People are having more paid vacations. Medical services are more sophisticated and this has resulted in people living longer.²⁵ Vacations and bonuses form part of professional workers' service conditions. A yearly vacation leave is no longer an exception to the rule. Free time activities which earlier had been practised within the broad

family framework have generally disappeared. An easy system of financing makes it easier now to undertake holidays and trips and to pay over a time period of 12-36 months.²⁶ People are becoming more mobile than before, due to the development of the motor car, aeroplane and other modes of transport.²⁷

Today people are earning more money than previously.²⁸ The higher the income, the economic status and the standard of education, the greater the number of recreational activities that would take place.²⁹ The social or economic group to which an individual belongs influences the recreational activities in which he participates during his free time. The increase of the earnings of city dwellers has made more money available for free time activities. Research in the United States of America has shown that families today have more money to spend on education, teaching, trips and recreation than families with the same dollar income in the 1950's when a large amount of money was used for food, clothing and housing.³⁰

Mass advertising and efficient transport has placed man in a position where he is able to seek his pleasure elsewhere.³¹ In South Africa's case, people are more and more taking holidays within the country due to the high cost of travelling overseas and the weakening of South Africa's currency on the world market.

The availability of free time has had a positive influence on the economy of the country. Increased productivity has led to a higher standard of living which has made free time more available.³² It has been shown that recreation has become increasingly important for the economic structure of a country.³³ This applies particularly to the relationship of recreation towards other activities, namely that it is an asset for the community, that it is cheap and that a number of work opportunities are created through recreation³⁴.

Especially metropolitan open space³⁵ has economic value in the sense that resource conservation is an important new subsidiary, for example, the protection of forests, water and agricultural ground. At the same time these facilities in themselves ensure open space. Farms where milk, vegetables and fruit are produced also serve as green belts and ensure visual open space.³⁶

There are a number of commercialised recreational facilities to be found in many towns and cities, such as cinemas, theatres, drive-in cinemas, ice-skating rinks, indoor pistol shooting ranges, gymnasiums and sports clubs. These recreational facilities and services are available to any person prepared to pay for them.³⁷ It is difficult to actually determine the amount of money utilised for commercialised recreation and the number of people that participate therein. Although it is true that large sums of money are involved and that it has become an integrated facet of city life.³⁸

2.3 Ecological Factors

The quality of the surroundings is a primary factor in the satisfaction of recreation needs. This quality would be brought about by the reservation of areas of natural beauty.³⁹ Every surrounding wherein a town or city is situated, has its own distinctive nature. There are sometimes areas⁴⁰ where the natural environment must be helped by artificial means in terms of plants, trees, shrubs, bushes and other materials to provide for a more attractive and aesthetic environment. These cultivations or plantations do not necessarily have to be indigenous to the area.

Whenever ecological aspects in parks and recreation are looked at and referred to, basically the following is meant:

- i) Unpolluted air and water.
- ii) Preservation and conservation of open space.

- iii) The diversity and vitality of the natural landscape.
- iv) Protection of flora and fauna.
- v) Ensuring that any other natural phenomenon would remain intact e.g. wild parks and areas, beach dunes, beaches, vleis and marshes.⁴¹

Fresh air and water is probably the most critical requirement for a healthy environment⁴² and the question could be asked whether man's need for air, sky and space is going to get preference above technological development.⁴³

An important aspect that goes together with the ecological aspect would be the use of soil.⁴⁴

It is important that in town planning schemes cognisance is taken of the ecological, economical, social and political processes which all forms a part of the environment within which man lives. It is the responsibility of the practitioners of parks and recreation administration, ecologists and associations that deal with nature conservation to make the public aware of the importance of nature conservation and the advantages that it holds for man.⁴⁵ Today, especially in the United States of America, planners accept that the reservation of open space for aesthetic purposes is just as important as recreation and the activities that go with it.⁴⁶ It is not true that the cleanliness and the ecology quality must be offered in place of other functional demands. On the contrary we do not need to offer proof of our finding problems within nature, but to show self-control so as not to allow the environment to mitigate as against functional demands.⁴⁷

2.4 Cultural Factors

The 1950's and 1960's and early 70's are known for the cultural explosion or revolution which led to mass participation in recreational activities with an artistic and cultural connotation. There was, for example, an increase in

attendance at art classes, pop and rock concerts, exhibitions, in the forming of music groups, and in the creation of cultural centres and art galleries.⁴⁸

The industrial revolution, replacing manual labour with machinery, must be seen as the first and earliest mass development which led to the impact of free time upon culture. It brought about more free time, more world products and luxuries became more freely available. It also brought about changes in life-styles.⁴⁹

There is doubt that the increase in free time as a community phenomenon (appearance) has led to the individual increasingly participating in recreational activities with a strong cultural bias. The development of the theatre business in South Africa from a struggling existence to state-supported institution such as the different performing arts councils in the provinces e.g. Napac in Natal, Capab in the Cape Province, is a good example hereof.

Much can still be done to provide facilities which would give the community the opportunity to participate in culturally directed recreational activities.

2.5 Population Factors⁵⁰

The number of people living in a recreation environment, and their basic characteristics, have a significant effect on the nature and amount of recreation participation that takes place. If the rate at which people take part in recreation activities remains constant, then the total amount of participation that occurs in an area will vary directly with population size. Large populations generate large amounts of participation that may cause problems if accessible recreation resources are insufficient. User dissatisfaction, conflicts, and actual physical depreciation of the resources may result.

On the other hand, a large population is sometimes an important stimulus to the provision of recreation opportunities. For example, business interest will not develop a commercial recreation facility if the potential market is too small to provide an adequate return on investment. As a result, commercial recreation opportunities in small towns are often limited because the population is not large enough to support facilities such as movie theatres or bowling alleys. Similarly, a community has to reach a certain size before it can finance special public facilities, like a swimming pool or indoor ice arena. Small communities cannot offer as great a variety of recreation programmes because there are too few potential participants to form sports leagues for groups of various ages and abilities, special interest clubs and classes or activity programmes for specific groups of the population. On a larger scale, a metropolitan area must have a population of sufficient size before a full-time symphony orchestra or a professional sports team is financially feasible.

The rate at which a population is growing can have a major impact on recreation participation. Not only are more of the world's people being crowded into the developing nations, but also there are indications that some of these countries are destined to become poorer and less able to provide for their growing populations as time goes by.

2.6 Structural Social Factors

Recreation participation is strongly influenced by the way people are organised into groups, such as families, associations, communities and nations and by the ideas, principles and laws adopted by these groupings. Some of these influences are readily observed, while others are subtle and not easily recognised. The factors that affect recreation behaviour are complex and can basically be divided into the following groups.

2.6.1 Social Structure⁵¹

Most people wish to be accepted by and feel part of the society in which they live. To achieve these goals they learn the rules of the social institutions that surround them and conform to those rules so that they fit in. In this way the behaviour patterns of people are moulded by the beliefs and requirements of each of the various social groups to which they belong.

The way in which a society is organised affects recreation participation patterns. If the society in which they live has a strong nuclear family structure, then people usually take part in more family group activities than people who live in societies where the family unit is weak. Similarly, both informal and formal organisations on larger scales, such as social classes, cliques, youth gangs, tribes, neighbourhoods, religious congregations, villages and cities influence behaviour. Here are some examples of the effects of social structure:

- i) Elderly people often control or influence the recreation behaviour of adults and children in traditional extended families.
- ii) Participation in recreation activities as a family group has been decreasing in modern societies, especially where both parents work and young people move away from home at an early age.
- iii) Single persons, childless couples, widows and widowers often feel out of place in situations where families make up the majority of recreation facility users; as a result, they may avoid recreation resources used extensively by families.
- iv) College and university students constitute a separate stratum in society and have recreation participation patterns that differ substantially from other young people.

2.6.2 Influence of Family and Friends⁵²

In societies where the family is a well developed part of the social structure, the recreation attitudes and preferences of parents, brothers, and sisters may have a considerable effect on an individual's recreation behaviour.

People are most impressionable and learn most readily from those with whom they come into close contact during their childhood and teen years. Attitudes and skills developed at that time often remain with individuals for life and are even passed on to their children.

Early exposure to certain types of activities often sets the pattern for recreation behaviour of adults. General preferences such as a love for outdoor activities, a passion for sports, an interest in the arts, or a fondness for social events are frequently developed in childhood. These patterns may be major factors influencing recreation choice throughout life. Individuals are also introduced to specific activities during childhood, which they may continue to enjoy as adults. Beginning some of the activities that require the mastery of certain skills at this age can have definite advantages.

The home environment can also affect recreation behaviour in more subtle ways. The manner in which a child is treated by all members of the household moulds the developing personality. Current and future participation is highly influenced by personality traits such as timidity, gregariousness, aggressiveness and inquisitiveness. As adults, individuals tend to select recreation opportunities that are most compatible with their personalities.

Other people with whom the individual comes in contact may also contribute to the development of recreation preferences. Friends in the neighbourhood or at school, parents of friends, relatives visited periodically, school

teachers as well as youth group leaders and coaches may well have a lasting effect and not always in direct proportion to the length of encounter. Peer group influences during the adolescent years can be particularly significant, since they sometimes supplant family member influences completely and determine not only the activities that a young person chooses but also how he or she takes part.

2.6.3 Advertising and other Commercial Activities⁵³

Commercial advertising and sales promotion techniques have a major impact on recreation participation in societies where they are accepted as an integral part of everyday life. In fact, it may now be the single most powerful influence to which people are exposed, especially those who watch television extensively. Vast sums of money are spent on the promotion of goods and services in newspapers and magazines, and on bill boards, radio and television. An increasingly large proportion of this advertising is recreation oriented. Business interests stimulate recreation participation by-

- i) setting up store displays that encourage the purchase of recreation clothing, equipment and services;
- ii) holding special demonstrations or shows of boats, vehicles, camping gear, photographic equipment, hobby materials and techniques or other recreation-related products and activities;
- iii) promoting the sale of recreation opportunities, goods and services by elaborate advertising in the print and electronic media;
- iv) advertising non-recreational products in recreation settings that are meant to stimulate sales but, unintentionally, reinforce prospective buyer's positive attitudes towards recreation in general or one recreation activity in particular;
- v) arranging for recreation goods and services to be mentioned or used in films, television shows and newspaper or magazine articles;

- vi) emphasising the importance of recreation through advertisement of labour-saving devices that suggest the time saved by their purchase and use can become extra time for recreation activities;
- vii) selling recreation goods or services such as seasonal homes or vacation trips by mail or telephone advertising;
- viii) giving recreation goods or services as promotional gifts or prizes in contests; and
- ix) sponsoring recreation events ranging from children's neighbourhood pet shows and tourism-promoting films to professional football games on television.

The effects of such commercial activities on recreation participation are tremendous. The attitudes, tastes, behaviour and opportunities of millions of people are being changed by advertising whether they are aware of it or not.

2.6.4 Religious and Political Influences⁵⁴

Most religious and many political organisations are concerned with all facets of human life and therefore teach doctrines that affect recreation participation in a variety of ways. Some doctrines affect recreation participation by designating certain recreation activities as "good" or "evil". Other doctrines influence participation indirectly by specifying how followers should behave or spend their time and money. The nature of these teachings and the degrees to which they are followed vary greatly even within the same religious sect or political party.

Teachings, for example, about Sunday, Jumuah or Sabbath, gambling, wearing certain sport clothing and alcohol consumption could influence recreation participation extensively in certain sections of the community. Political involvement in recreation issues also varies greatly. In addition, racial attitudes still play a very important role for people participating in recreational activities.

2.6.5 Traditions, Rituals and Habits⁵⁵

Recreation participation patterns are often the result of long established social customs. Some patterns have their origin in religious festivals, others in annual celebrations of important historical events. Many traditions have developed because of a combination of circumstances. For example, the traditional British family's summer excursion to the seaside had its beginnings in the mid eighteenth century when the affluent followed the example of George III and adopted ocean bathing as a health measure. The introduction of relatively cheap rail transportation in the middle 1800's and the fact that the United Kingdom is a small island permitted the annual seaside trip to become a national institution.

Many South African people have adopted specific recreational or vacation habits and traditions such as Sunday picnics, annual bookings at their favourite holiday resorts and spending Christmas and Boxing day with relatives or at the beach or in parks.

2.7 Accessibility of Resources and Transportation⁵⁶

The accessibility of recreation opportunities is a key factor in participation. Almost all recreation activities require one or more external resources. The majority involve the use of land that has been modified by human action.

Many include the use of some type of manufactured item. The availability of such recreation resources depends on the nature of the undeveloped resources present in an area, the degree to which they are developed, the carrying capacity of the resources and their distribution.

2.7.1 Undeveloped Resources⁵⁷

The combination of undeveloped resources existing in a given area determines, to a large extent, the recreation activities that can occur there. The dominant undeveloped resource factor, however, is a climate. Participation in most outdoor activities is affected to some extent by weather patterns.

2.7.2 Developed Resources

The availability of most recreation opportunities is dependent on the nature, extent and accessibility of developed recreation resources. The amount of money available for the acquisition, development and operation of recreation resources is often as important as policies in determining the nature and extent of participation. With adequate support, appropriate areas of suitable land may be acquired at locations where recreation opportunities are needed. Well designed and suitably constructed facilities can be built and an adequate number of appropriately trained persons can be hired to carry out all necessary administrative, operational and maintenance work.

2.7.3 Transportation⁵⁹

This is the most powerful and most selective form. As economic development occurs and recreation environments become more complex, transportation comes to play an increasingly significant role in participation.

- i) Walking - In spite of all the modern developments in transportation, walking continues to be an important factor for opportunity accessibility and a major recreation activity in itself. Walking is often the only available method of reaching recreation resources away from home for most inhabitants of less developed countries, and many of the lower income groups in developed nations. It is also the chosen method of

travel for growing numbers of more affluent citizens who are concerned about physical fitness or the preservation of the environment.

- ii) **Cycling** - The bicycle is the most common mechanical means of transportation in the world today. For young people and the poor, bicycles are often the only available means of transportation other than walking. Children experience their first taste of independent mobility when they are given tricycles or bicycles. Their recreation environment expands tremendously as they get older and are given more freedom to leave their home territory.
- iii) **Horse-riding** - Although horses, ponies, mules and donkeys have ceased to be a primary method of transportation in developed nations, they are still of importance for recreation. Many people ride horses purely for the pleasure derived from doing so and not for transportation. Others regard riding as a dual purpose activity: they like riding and it also provides transportation to or through desirable recreation environments.
- iv) **Motor-vehicles** - Like the bicycle the privately owned motor vehicle enhances people's recreation environments, primarily because it provides freedom to travel. Previously, those with modest or low incomes were confined to recreation opportunities in the home or within walking, bicycling, or public transportation range.

The production of relatively low-cost motor vehicles did more to democratise recreation than any other development of the twentieth century. Behind the wheel of a privately owned vehicle, distinctions of age or position tend to disappear.

Little more needs to be said about the premise that motor vehicles are generally available for recreation and the resulting dispersed ecology of many kinds of provisions and facilities except to raise two issues about the future.

The present ecology of recreation is not only costly in travel time, but also in energy consumption. Even with smaller and more efficient cars, the cost is high. If supplies of energy for personal transportation become greatly curtailed, the current pattern of recreation opportunities will be curtailed as well, and the same goes for the rapidly escalating costs of private transportation. A larger proportion of the population would be priced out of participation in activities outside the neighbourhood and crowds might have a large impact on nearby facilities.

Even without greatly increased energy or purchase costs, there may be rising concern about the time inefficiency of the current dispersal of provisions. In the metropolis, so much time may be devoted to travel for recreation, that the experience itself is greatly depreciated. One only has to think about the extremely time-consuming travelling during long weekends and the first day of school holidays on our national highways and freeways. The requirements of time and distance may just be too much for many who will then settle for less satisfying but more convenient entertainment at home.

2.8 Health Factors

Health implies more than just the breaking up of sickness. It means the physical, psychical and social welfare or social well-being. Further, it implies more than just moving around and not taking in medicines. It means freedom from sickness, infection, retardation that is physical and emotional, moral, social and spiritual fitness.⁶⁰

Recreation is recognised as an aid to the physical, psychical and social rehabilitation of people.⁶¹ The participant in recreational activities does not enjoy his activities more when he is healthy, but he feels healthier when recreational participation is being enjoyed. The factors that

promote the provision of parks and recreational facilities are not only concerned with physical health but also with psychical (mental) stability.⁶²

Walking and hard physical labour in the home or fields once provided sufficient exercise for most of the world's people. Today, mechanisation, the increase in sedentary jobs, extensive use of motorised transportation and the popularity of television as a spare time activity have resulted in large numbers of people not having sufficient exercise in their daily routines. Obesity has become a major problem. Although it has not been proven that exercise by itself can actually prevent obesity or heart disease, it can improve the heart's efficiency, increase the respiratory system's capabilities, strengthen muscles (including the heart muscle), develop stamina and vitality and help reduce body fat if the individual also adopts sensible eating habits. Persons who have exercised regularly also stand a better chance of surviving heart attacks. Recreation activities that are considered most effective as aids in weight control and the conditioning of the cardiovascular, muscular and respiratory systems include: dancing, cycling, ice and roller-skating, jogging and running, jumping rope and vigorous swimming.⁶³

Participation in active forms of recreation may also have considerable therapeutic value. It can reactivate bodies that have deteriorated during long illnesses. It can help elderly persons who have spent a number of years in nursing homes or other environments where they were encouraged to lead sedentary lives to regain their mobility and become capable of taking care of themselves again. Physical activity can also play a preventive role; people who regularly engage in active forms of recreation are more likely to retain their vigour, physical capabilities and health as they age. Physical activity can also be valuable in the treatment of diseases, for instance, regular exercises is

now considered as important as diet and insulin in the control of diabetes mellitus, since it increases the cellular uptake of glucose even in the absence of insulin. Finally, for many persons with physical handicaps, participation in certain kinds of recreation activities can produce remarkable results.⁶⁴ Gymnastics, for example, are used to help children overcome severe balance and co-ordination problems. Swimming, dancing, arts and crafts and a variety of games and sports are just a few of the recreation activities that are utilised in therapeutic programmes designed to develop the physical capabilities of patients.

Recreation is being increasingly used as an aid in medical circles and can in itself also make a contribution towards diagnosis.⁶⁵ Recreation, especially physical recreation, can contribute to a reduction in medical treatment, hypertension, morbidity and also mortality amongst elderly patients.⁶⁶ An American heart specialist⁶⁷ confirmed that the biggest contribution of recreation has been to medicine.⁶⁸

The above factors provide perspectives to the ensuing discussion.

3. Planning Impacts on Recreational Services

3.1 City Growth

Historically, few of the city's founders would have been in a position to foresee the tremendous growth potential of the municipality. They would have been concerned with establishing the community on whatever basis and for whatever reason that was recognised as being significant, for bringing a town into being in the first place. Thus, as time passes, if the town is successful in attracting more residents, business enterprises, transportation and communication networks and all the other primary and secondary amenities which are required for the health, education and welfare of the citizens and transients who pass through, the

corporate municipality simply progresses with amoeba-like advances. Land is bought and sold for development, territory is annexed and incorporated until some natural or political barrier prevents continued expansion.⁶⁹

3.2 Rights of Property Owners

The traditional right of local property owners to do as they pleased with their property, despite any ill effect that such use had upon the property of others who were adjacent to it or within a range that would or could be negatively affected by a particular land use, produced an environment that often contributed to the wholesale destruction of material and human values in urban communities.⁷⁰ The consequences of such practices has led to squalor, unspeakable congestion, traffic strangulation, industrial demise, urban blight, deteriorating living conditions, and a host of social and health ills that would require a catalogue to describe. Except for instances where new cities were designed and constructed for some singular reason as in the case of a new capital, a resort, or a residential community most urban centres and to a great extent most communities have developed in a haphazard way.⁷¹

The increasing need for the renewal of cities and towns to meet the urgent changes of modern life resulted in massive expenditures which could undoubtedly have been avoided if attention had been given to the logic of comprehensive city plans. Waterston maintains that "planning is in essence an organised, deliberate and continuous function of exercising a choice between the best alternatives available aimed at achieving specific objectives".⁷²

3.3 Urban Planning

Planning is founded upon the concept of continuous and scientific study of the needs of both the city and the metropolitan region served. It seeks to control present and future development in accordance with the needs which investigation indicates are present. Moreover, it represents orderly growth and prevents confusion in assembling the numerous parts comprising the city. Planning inquires into the problem of land use and the control of such use in relation to present and future population; transportation requirements, by mass public means of private vehicles for bulk shippers and carriers by rail, truck, air or water; business and industrial development and public utilities; structures and facilities that will be utilised by public quasi-public and private agencies for the protection, health, education and welfare of the population.⁷³ To this may be added those cultural, aesthetic, and recreational needs which makes almost any great city a resource of the first magnitude.

In South Africa, some of the provisions of the Environmental Planning Act, 1967 (Act 88 of 1967) have an important bearing on environmental planning by local authorities. This Act was amended, inter alia, by the Physical Planning Amendment Act, 1984 (Act 104 of 1984) and by the Regional Services Council Act, 1985 (Act 109 of 1985). The important objectives of the Environmental Planning Act, 1967 are, inter alia, to promote co-ordinated environmental planning and the utilisation of the Republic's resources; provide for control of the zoning and subdivision of land for industrial purposes; and the compilation and approval of guide plans.

The so-called package of plans for Local Authorities is the product of the Town and Regional Planning Commission and the Venter Commission. This package of plans enables local authorities "...to follow a more efficient pattern and plan of development with as little wastage of land by premature zoning as possible and with little, if any, needless expenditure on the premature or poorly programmed provision of services, roads and other facilities".⁷⁴

3.4 Remedial Measures

Public planning contains the seeds of remedial as well as transformation potential. It immediately concentrates upon those conditions which makes city dwelling such a negative experience e.g., removal of blighted areas and or slums; relocation of traffic arteries and other fixed transportation routes such as railroads; the destruction of substandard housing for decent dwellings; the development of access to any natural resources which the city may contain or about water resources, mountains, sand dunes and wooded districts, while it attempts to reconstruct whatever is of value from an historic or aesthetic point of view. Characteristically planning brings any new development within the city and the suburbs under control so that the errors of the past are not repeated nor is the feature of urban sprawl allowed to gain a foothold.⁷⁵

The structure plan of the municipality of Newcastle is an example of how a structure plan is prepared to ensure that the errors of the past are not repeated. It was drawn up in three parts.

Part 1 consists of the background, analysis and projections. Part 2 deals with development proposals.

Part 3 entails a comprehensive policy statement.⁷⁶

3.5 Impact on Recreational Services

There is no stage of planning that does not reflect upon the recreational interests of the people living in the modern community, but there are specific facets of planning which summarily involve the function of recreational services.⁷⁷ Places must be obtained for local recreational areas and facilities in built-up residential neighbourhoods in which there is no land available. Adequate space must be protected for public purposes in sectors with some undeveloped areas. Community recreational fields and buildings are necessary if a balanced programme and services are to be supplied. New subdivisions must be controlled so that sufficient open space for future recreational needs will be reserved.

4. Planning Aspects in Perspective

The growing demand for programmes to serve the greater community is stirring increased insistence for action at all levels of government. A pressing sense of need dominates the determination to have appropriate space, facilities and the implied service that such areas may provide for all persons who may be able to make use of them. From this sense of urgency springs a desire to utilise planning as an instrument of public policy and as a process by which the most effective realistic and practical proposals for the development of services and facilities may be derived.

4.1 Phases

Planning⁷⁸ may be considered to have three distinct phases, namely pre-planning, planning and the plan. In relation to park and recreational services, planning is the exploration of all those possibilities for the development of those spaces and structures that will enhance the recreational services offered to the community. Planning involves the collection and examination of pertinent information so that

a basis for issuing policies and executing programmes may be established in relationship to the design and development of physical properties.⁷⁹

Pre-planning is a broad framework containing unrefined data pertaining to the community. It serves as a basic guide for future substantive actions and operations involving the recreational agency's physical growth. Problems are identified, information is collected and the planning procedure is initiated so that duplication, inefficiency and economic waste are avoided.⁸⁰

Planning is concerned with the accumulation of pertinent or refined information, the analysis of that information for categorisation, the projection of alternative courses of action and the appraisal of the consequences of diversified actions. Planning is a detailed construct concerning the socio-economic, political, geographic, topologic educational and ethnic investigation of the community in order to determine the most effective placement of physical, recreational facilities to meet the recreational needs of present and future residents. Planning is a co-ordinated enterprise dealing with other physical properties of the community, the school system, the police, fire, health, public works departments, streets, parkways and lighting developments. Planning primarily considers the following:⁸¹

- i) The growth rate of the community; i.e. the major forces producing population increments and community expansion.
- ii) The economic base of the community; all of the activities producing wealth within the community and upon which the economic wealth of the city is founded.
- iii) Population studies; the facts according to age, sex, ethnic background, religion, education, social, cultural, vocational and racial characteristics of people within the community. Such studies indicate population densities, needs and movements within the community.

- iv) Geopolitical boundaries; regional and district relationships, topographic features, natural resources and gateways and barriers to the future expansion of the community. Traditions, mores and personal attitudes may also be represented in surveys of this type.
- v) Land use surveys; how land is utilised within a given community. The natural and physical resources and structures within the city for map projection. This information is particularly useful in locating traffic arteries, transportation and communication facilities, residential, commercial, industrial and public land use zones.
- vi) Financial factors; tax bases and rates, property value, outstanding bond issues and other loan situations, community revenues and the probable ability of the community to sustain capital expenditures for a comprehensive physical recreational development as well as all other physical developments within the community.

Any plan developed for municipal use contains a synthesis of the foregoing topics and outlines the precise actions to be taken in systematically acquiring space, designing and constructing physical facilities and enhancing, inter alia, recreational service within the community.

4.2 Criteria

Broad objectives have little significance until they are supplemented by criteria that afford a basis for planning and action. Since the function of recreation areas is to serve recreation needs, the principles that underlie a recreation programme have a direct bearing upon the planning of a well balanced system of recreation areas. Such a system is achieved when it is designed to meet the following criteria:⁸²

- i) Make possible recreation opportunities for all, regardless of age, colour, race, creed or economic status.

- ii) Provide areas and facilities that make possible a variety of recreation activities that serve a wide range of indoor and outdoor recreation interests.
- iii) Include areas that differ in size, location, natural features and potential development and that consequently serve different recreation uses.
- iv) In so far as possible, provide an equitable distribution of areas in each major section of the city.
- v) Provide a multiple use area as near as possible to the centre of every residential neighbourhood, preferably at or adjoining the elementary school, so as to afford opportunities for recreation day by day within walking distance of every home.
- vi) Provide larger, more distinct areas and develop them for activities that require more space and longer periods of use.
- vii) Take into account existing outlying recreation areas and facilities that serve the people of the locality and where advisable, include additional extra-urban areas primarily for weekend and holiday use.
- viii) Be based upon a thorough study and appraisal of existing local recreation resources and needs, conducted with the full co-operation of citizens, municipal school and planning authorities and other interested agencies.⁸³

4.3 Goals and Objectives for Recreation Planning

The overall goal of recreation planning is to improve the quality of life and the environment in cities. The broad objective is to maximise human welfare by creating a better, more healthy, pleasurable and attractive urban environment. The objectives of recreation planning are to-⁸⁴

- i) improve the physical environment of the community to make it more functional, beautiful, safe, exciting and efficient;
- ii) serve the public interest as defined by the courts and legislative or executive branches of government;

- iii) inject long-range considerations into short range decisions for the allocation of public and private resources;
- iv) provide technical knowledge for political decisions concerning the social, economic and physical development of a community; and
- v) promote communication, co-operation and co-ordination between all concerned with community development.

4.4 Guidelines

Although many planning experts continue to use the traditional space standards as a basis for making quantitative analyses of existing facilities and comparing them to an ideal system, it is clear that this must not serve as the sole basis for planning recreation areas and facilities. Kraus and Curtis have presented an overall set of guidelines useful in this process,⁸⁵ namely:

- i) Recreation and park systems should be established in order to meet total community leisure needs and should provide equal recreational opportunity to all as far as possible.
- ii) Planning should be based on a comprehensive and thorough inventory and evaluation of existing public, private and commercial facilities and programmes, including the public schools.
- iii) Planning should reflect the needs and wishes of all citizens and should involve them in data-gathering and the decision-making processes.
- iv) Each recreation centre or park should be centrally located within the area it is planned to serve and should provide safe and convenient access for all residents. In so far as possible, facilities should be equally distributed throughout the major areas of the city.
- v) Design of each park or recreation facility should be done individually, to ensure that it is adapted to the needs of the specific population it is to serve.

- vi) beauty and functional efficiency are major goals of planning, with convenience and economy of maintenance important added considerations;
- vii) Communities should have a long range plan for site acquisition, with a total master plan to ensure that properties are acquired while still available.
- viii) Every effort should be made to achieve space standards through acquisition in advance of anticipated needs, even if limited financial resources delay actual development of facilities.
- ix) Properties acquired should be held in perpetuity (protected by law from "encroachment" or diversion to non-park and recreation uses).
- x) Recreation properties should be designed and developed to permit the fullest possible use by different groups at different times, on a year round and around the clock basis.
- xi) Public school buildings should be designed for the fullest possible community use, through reciprocal agreements and operational co-ordination between school and park and recreation authorities.
- xii) It is the function of the recreation and park board to meet the needs of the city for wholesome recreation rather than to act primarily as a land acquisition agency, thus planning should not be restricted to physical elements, but must be on a programmatic and operational basis.

4.5 Principles of Planning Administration

Comprehensiveness is the major theme of planning. Although the term plan is used to denote a variety of schemes that do not reflect incorporation of all factors, the city plan is a reflection of every facet of the city or region under study. To be comprehensive a plan must be applicable to all land use and circulation systems, cover the entire geographic area influenced by the shared problems of development, be designed to satisfy the consequences of long term operations

and include the basic procedures to analyse facts, formulate plans and carry out the plans. Operational policies characterising planning administration in recreational service have been formulated to assist recreationists in comprehensive planning.⁸⁶ The following are thus principles for planning administration:⁸⁷

- i) Properties should be acquired in the path of community development according to a logical plan of action and prior to the actual need and ability of the city to develop them.
- ii) Properties for recreational service use in areas already fully developed should be acquired as the opportunity presents itself and as a part of urban renewal.
- iii) Lands which are acquired for park purposes should be dedicated in perpetuity for public park use only. No other utilisation should be permitted for such areas.
- iv) Public parks and recreational facilities should be designed and constructed for appropriateness and attractiveness in terms of the community in which they are located. Maintenance of such facilities and spaces makes mandatory their cleanliness, safety and continued use.
- v) Facilities should be located according to the most efficient use of land, convenience of the age group or groups for which they are planned, safety of users, effectiveness of supervision and attractive appearance.
- vi) Public parks and recreational facilities should be located, in a most equitable manner so that all citizens may have the opportunity to enjoy them.
- vii) Recreational structures, wherever located should provide the essential public conveniences and whatever is necessary and suitable to the requirements of the public recreational program produced therein.
- viii) Buildings and grounds of the public school system should be designed for multipurpose utilisation and made available for use by community groups when such use does not interfere with the established curriculum.

In return, the facilities of public recreational service areas and structures should be made available to the public school system under reciprocal agreements.

- ix) If certain neighbourhoods of the community do not have schools, other recreational service spaces should be located there to serve the needs of residents.
- x) Duplication of areas and facilities may be avoided by official agreements concerning the incorporation of public school buildings and grounds into the total recreational service programme.
- xi) The use of public parks or other recreational facilities and the special outdoor structures located within them should not be limited to daylight hours only. Efficient illumination will allow these recreational areas to be more widely utilised thereby increasing the services to be provided by the same capital outlay. Lighting must be intelligently planned to encourage active participation rather than passive observation.

4.6 Types of Recreation Plans

Recreation plans can be classified by their scope, orientation, geographic area, or client. Most plans conform to the political jurisdiction of the planning unit, are comprehensive and are oriented to serve the needs of the entire community. However, the community should be considered as a series of social groups or geographic areas with different values and needs. Planning for the mythical 'average' person can be a serious mistake.⁸⁸

A component of recreation plans should be devoted to special populations, e.g. the handicapped or disadvantaged. There are also unique places or districts in cities, e.g. university campuses or historic districts, that require special plans. The private sector also needs special studies

oriented to the location of or demand for, recreation products and services, e.g. marinas, shopping centres or entertainment districts.⁸⁹

Recreation plans can also be classified by the client, planning area or level of government they serve. These differences determine the orientation, scale of analysis and product of any recreation planning effort. They can also help to determine the types of users, service area and supplier or different kinds of recreation opportunities.⁹⁰

4.7 Rationale for Recreation and Parks Systems Planning

The expression "recreation and parks systems planning" assumes the existence of an overall, comprehensive long range development plan for an entire planning entity. This, in turn, assumes the existence of subsections of the comprehensive plan. A further assumption is that these subplans and the overall comprehensive plan are based on the best possible methods of projecting demographic, economic and other distinguishing elements of the plan.⁹¹

Arguments advanced as to the value of long-range recreation and parks systems planning are identical with those advocating community planning. These include elimination of waste and duplication, economies of scale, complementary and supportive developments and staged acquisition or construction. Recreation, parks and open space should be important elements in any community or regional planning effort. Each element is dependent on the others and must be considered in a co-ordination of planning facilities.⁹²

Spatial aspects of the recreation and parks systems planning process involve detailed examination of deficiencies and projection of needs by individual community neighbourhoods. Consideration of specific park and recreation areas, facilities and programmes are involved. This necessitates careful analysis of changes taking place within the total

make-up of that neighbourhood or sector, as well as changes occurring in adjoining areas and in the overall character of the entire community and region.⁹³

4.7.1 Open Space Planning

Attitudes towards open space planning range from strict preservation of land in a natural form to total planning of the environment. Although approaches and attitudes vary, there is ample evidence of the need to husband open space. The present situation relates directly to expanding urbanisation and population growth: For example, in the United States of America "each year the amount of land converted to intensive urban uses is greater than the total acreage of the State Rhode Island".⁹⁴ and "too many persons are making demands on a finite environment".⁹⁵ The same applies to cities and towns of South Africa. It is historically evident that the preservation of open space will not just happen, it must be planned. Today it is the simple activities performed in open spaces that are the most popular among outdoor recreation activities. Open space for such activities is less readily available, especially for the very young, the ageing and those without automobiles.⁹⁶

If cities and regions are to plan and establish open space systems, what criteria can be employed? Several prime considerations are listed below. Thus, according to Lutzin and Storey-⁹⁷

- i) evaluation of the present environment and examination of both the natural and cultural resource base should be made before any changes are effected in existing land forms or development;
- ii) open spaces should be of sufficient quality as well as quantity. Open space which has no purpose or has a wrong purpose (e.g. city sprawl that increases air pollution by making more travel necessary) may be as bad as no open space at all;

- iii) open space must have utility for human purposes or it will not be a valued asset. Examples include use as a park area, use for the protection of an historical site, use as a sponge in occasional flooding or use as a buffer or as a landscape frame for particular scenes; and
- iv) planners must be effective in integrating open space units. A total open space system is the only means by which all pieces of urban development can be linked together.

Furthermore, open space must be recognised and accepted as a use category for land and not as a residual catch-all of resources awaiting development. Park lands, however, tend to be extremely susceptible to encroachment on the part of public agencies which argue that superior public good lies in some alternative land use. On occasion parks and open spaces planning decisions aggravate the problems of encroachment. In Cleveland, Ohio, over the years a greenbelt of parks and open space was acquired, eventually forming an emerald necklace which surrounded the city. No new highway access routes existed for the rapidly growing city except for established rights of way crossing the greenbelt. Condemnation of some park area for highway access to the central city was a necessary consequence.⁹⁸ A very good example in South Africa is the Stainbank Nature Reserve in Durban, where the authorities and citizens have been at loggerheads regarding the proposed access highway through Umhlatuzana to Chatsworth. This is because the nature reserve was donated by the Stainbank family for this particular purpose.

In the life cycle of any area gradual changes make it necessary to re-evaluate the location of park and recreation areas. So alternate use may not be the universal evil sometimes pictured. Open space or a park area located in a transition neighbourhood experiencing loss of population as the

area becomes industrialised provides one example. Release to an industrial use of lands having diminished recreation utility can result in funds to acquire recreation space in another area, one with critical needs.⁹⁹ Thus a positive planned approach to alternate land use may be the vehicle for accomplishing major redefinition and modernisation of a park and a recreation system. A good example of this is St. Lucia in Richards Bay where authorities wanted to undertake mining and the Environmental Pressure Groups actually succeeded in getting them to delay their plans.

4.7.2 Advanced Identification of Needs

Not only does a systematic planning approach deal with readily apparent current recreation needs, it penetrates beneath the surface to identify future needs as well. These future needs may result from the gradually changing socio-economic character of the population of an area or from the intrusion of different forms of land use, each of which would alter the park and recreation requirements of local residents. Advance identification of these and other needs prevents costly and often wasteful misapplication of park and recreation funds and energies.¹⁰⁰

Comprehensive planning is predicted upon a broad base of involvement by local citizens, organisations, and institutions. By being involved in the planning process from its very inception, the people and their institutions become acquainted with park and recreation plans and can offer constructive feedback regarding programme elements.¹⁰¹ Communications media, neighbourhoods meetings and citizens were employed to examine suggested goals in great detail.¹⁰² In South Africa, Virginia Bush and Silverglen Nature Reserve are run by the Community with the City Treasurer of the Durban Municipality acting as Bankers.

Another facet of advance determination of needs concerns the directional role that comprehensive recreation planning plays in determining the spatial character, functional organisation and livability of an urban environment. Lands allocated to parks and open space, especially those involving streams, drainage ways and waterfront areas, when linked with flood plain management and with arterial and scenic street and highway construction become the skeleton upon which future development of the urban organism is based. Access routes, utilities and physical features dictate the direction and rate of urban-suburban growth. Joining these with multiple purpose park and open space projects a system of environmental corridors and nodes that leads to a pleasing, functional, economical development pattern.¹⁰³ Advance planning for parks and recreation in this overall development plan is a crucial element. Park and recreation areas can thus play a key role in creating and reshaping tomorrow's community. The Natal Town and Regional Planning Commission's package of plans directive for local authorities is a good example of advance planning.

4.8 Developing the Comprehensive Recreation and Parks Plan

4.8.1 Developing a Plan

The general planning process consists of these major steps:¹⁰⁴

- i) The preparation of an investigative report.
- ii) Topographic survey and map.
- iii) The preparation of diagrammatic sketches.
- iv) Design of a preliminary plan.
- v) The preparation of working drawings and specifications.
- vi) The report and plan for the method of maintenance and operation when the construction is completed.

4.3.2 Characteristics of the Plan

Lutzin and Storey propound that a carefully constructed comprehensive recreation and parks plan is a road map to the future. Most comprehensive planning is accomplished by professional planners augmented and fortified by professionals in the specific fields such as recreation and parks, with citizen advisory participation throughout the process. Each major phase, properly advertised, publicised and explained is finally reviewed at public hearings, after which the local legislative body adopts, rejects or requests modification of the plans and regulatory measures. Once adapted, the plan, the supporting official maps, a capital improvements budget and the various regulatory ordinances have the force of law.¹⁰⁵

This process ensures that each citizen, corporation, organisation and unit or branch of government has an opportunity to become familiar with the plans, programmes and schedules designed to enhance the development of the community or region. Guesswork and hunches as to future public works projects and major land use changes are virtually eliminated.¹⁰⁶

Each person knows the status of his property and of that around him as well as general trends and changes that affect him and his premises. Land values, utility costs and taxes tend to become stabilised as the municipality substitutes administration based upon systematic planning for crisis-related actions. The plan provides a description of the future as it is expected to be. It permits rational assessment and step by step accomplishments of actions towards specified goals. To be feasible the comprehensive recreation and parks plan must include several important features:¹⁰⁷

- i) It should be balanced in design to meet present and future needs.
- ii) It must be in proportion to the population and economic growth of the community.

iii) It must be in scale with the community's financial resources.

There is an inherent limitation to any comprehensive recreation and parks plan. When complete, it represents the best judgement of desirable future actions based on available information. The plan is a perception of the future as visualised at one point in time. Although it is a guide to future action, in a real sense it is a static model. As time passes, various events occur which, in their collective impact, may impose unpredictable, radical changes on the community.¹⁰⁸ Therefore, the plan must be reviewed and updated constantly in relation to events affecting the planning area.

4.8.3 Master Plan

The master plan is a detailed policy statement and timetable for the implementation of physical recreational facilities and spaces. The master plan considers what kinds and types of recreational spaces are required for the community and its immediate region, how much of each type is required, where they will be placed so that the greatest number of people can be served in terms of the current funds available, what the community has in the way of present recreational facilities and spaces and how they are being utilised and what other additional areas are necessary for providing the most effective service.¹⁰⁹

Elements of the master plan include a history of the community under study and a summary of the economic aspects which account for the wealth of the community (i.e. economic bases, trade centres, industrial activity, manufacturing, transportation and communication features, and land and property values). Also to be included are the characteristics of the present population in terms of its distribution, occupation, and groupings and any current trends or movements within the community. Also included are the present

recreational resources of the community and the planned recreational developments with specific detail given to land use maps indicating the placement of present recreational spaces and facilities and the layout of neighbourhoods, districts and regions to be serviced. Any special recommendations necessary for the most effective implementation of the plan and a detailed analysis of the costs should also be included.¹¹⁰

The master plan is usually undertaken as a 25 year directive with sub-plans offered to permit flexibility and allow for any unexpected or rapidly changing factors that might influence population density, movement or land use patterns.¹¹¹ Below are listed the subsections of the master plan:¹¹²

4.8.3.1 Five Year Plan¹¹³

According to Hjelte and Shivers this plan consists of an immediate appraisal of the community including past surveys concerning traffic arteries, water mains, sewers, lighting systems, housing projects, and sub developments. It involves the present population and considers the necessity of developing facilities in accordance with any population increases within a five year period. This plan is limited by virtue of its short-term view and is related to specific neighbourhood developments rather than to comprehensive community development. The content of such a plan is oriented to several neighbourhoods within the community which appear to be gaining in population at a faster rate than was projected by the master plan. Hence the provision of facilities and spaces to accommodate the growth of population or other factors i.e. new commercial or industrial zoning, street widening, new interconnecting access ways for state or federal highways which cut into these neighbourhoods. Any recreational development will necessarily be

limited to building structures, individual playgrounds, individual parks or other single facilities rather than to multipurpose or complex installations.

4.8.3.2 Three Year Plan¹¹⁴

This plan will be initiated in terms of the population increases or decreases for one neighbourhood within the community. It will be specifically determined to meet the needs of the fastest growing or declining neighbourhood of the community and the provision of recreational services and facilities in that neighbourhood. If increased industrial or manufacturing expansion cause a decrease in population density, it might be necessary to remove certain spaces from recreational use and transfer them to other public uses and to curtail recreational services. On the other hand, an increase in population density might require the immediate development of a neighbourhood playground, or the renovation of an existing building for recreational use. This plan requires a constant study of the entire community in terms of individual neighbourhoods so as to determine the growth potential of populations, economic resources and recreational needs in any given area.

4.8.3.3 One Year Plan¹¹⁵

This plan is concerned with the provision of recreational services and development or renovation of facilities in densely populated sections of the community. It is basically pointed towards the satisfaction of recreational deficits within heavily populated regions of the community rather than with the acquisition of land or the development of new facilities in outlying regions. This is an emergency plan designed to meet the urgent and immediate recreational needs caused by underdeveloped property or lack of adequate space and facilities. Such a plan is an expedient undertaken because of lack of foresight on the part of the administrators or governmental authorities to see the necessity of recreational planning in relation to the growth of the community.

Unless there is a more comprehensive plan for the community of which the one year plan is a part, the emergency measures can never keep up with population growth or movement. By itself, the year to year plan will fall far short of accommodating the recreational needs of the community.

5. Team Approach to Planning

Christiansen maintains that the primary responsibility for planning services and facilities should be vested in a designated planning group.¹¹⁶ The group should be composed of those who will be directly affected by the design placement and development of recreational facilities and spaces. The development of effective services and facilities for recreational utilisation requires planning input from several segments of the community. A planning consultant who is knowledgeable about recreational facilities will be one of the key members. But beyond the purely professional considerations, there will be those members who can supply first hand information concerning local considerations. From this knowledge of various factors will come concrete proposals for the upgrading or expansion of existing programmes, services and facilities or for the establishment of innovative services and creative facilities.¹¹⁷ The need for a team approach is obvious from the standpoint of generating detailed data regarding local conditions and needs, making recommendations to the planning group which will then be analysed and perhaps, translated into the plan, and to assist in the widest dissemination of information about the plan to all interested persons so as to engender the greatest support within the community.

5.1 Professional Personnel Needs

Competent staff for the planning group is fundamental to efficient and effective planning of services and facilities for recreational programmes. Of paramount importance is the availability of professional personnel who are skilled in the various techniques of planning services and facilities

to satisfy area-wide needs. Additionally, the planning group should have access to experienced personnel who have a direct knowledge of specific programmes, i.e. physical education, recreational service and safety. Qualified consultants may be found among the professional staff of the organisations and public institutions involved in the planning of related health, education or recreational service programmes.¹¹⁸

5.2 Lay Participation in Planning

The desirability of involving other interested persons in the planning procedure should not be overlooked. Such persons exist in every institution and their participation in the planning process should be encouraged. Voluntary association with planning may produce innovative, creative and imaginative designs and concepts that might be overlooked by the more sophisticated or jaded professional. New blood is injected into the process by those who are not identified as professional planners. Furthermore, interested parties who will be utilising facilities may be able to provide information on the functional aspects of facilities that could be ignored or which may have escaped the notice of professionals in the mass of detailed data produced by investigation. Hence, a team approach to the planning process will be beneficial not only in terms of the finished product, but to all of the individuals who made contributions.¹¹⁹

5.3 Planning Staff

Shivers is of the opinion that one of the chief principles of the planning process is a concern for people. The people who will function on the planning staff must be assigned particular functions in the process. Professional planning staff personnel determine in large measure the accuracy and accomplishment of the plan. Thus, there will have to be both specialists and generalists who make up the team. Depending

upon individual interest, motivation and experience, a planning staff typically wants to combine the talents of these people so that a more effective plan can be developed.¹²⁰

Once the staff is gathered, there will be conferences as needs arise. The planning staff must work as a team, each contributing to the overall effect. The output of the team must not reflect vested interests or flagrant bias. The staff must maintain its professional disinterest and seek what is best for the community. No one person ever has all of the answers to every question. Each person will have something of value to contribute to the group. The necessity for groups of individuals to meet so that planning may occur derives from the fact that many basic and applied sciences as well as applied social sciences are concerned in the enterprise.¹²¹

If planning is to satisfy its greatest function, it must be regarded as a team effort. Planning requires a degree of sophistication and understanding of the various general factors and special factors that influence its conception. It demands a recognition and awareness of the diverse forces which act upon the entire process. Not one of these factors can be denied if the process is to produce something of value. All members of the team have ideas and experiences to contribute, but the primary objective will be consideration for human welfare.¹²²

5.5 Recreational Property Acquisition and Improvement in South Africa

Local authorities in South Africa are the creations of the provincial authorities and all municipal councils have to make the necessary provision (with provincial approval) to ensure that sufficient land is reserved for sports, parks and recreational facilities such as-

- urban and suburban parks;
- suburban sportsfields;

- game reserves/parks;
- botanic gardens;
- centralised sportsfields and indoor recreational facilities.

Recreation, as clarified earlier, includes a vast range of activities which range from very passive to very active in nature. These activities are provided for by organisations/institutions as big and as public as the government and as small and as private as the individual.¹²³

Participation in recreation depends on the needs and initiatives of individuals and reflects their lifestyles. In South Africa, little was done to provide for other race groups and ascertain their recreational needs and desires. This was due to the 'apartheid' policy of the government which is now rapidly being phased out.

The following legislation dealt with and governed recreational property acquisition and improvement:

- i) Separate Amenities Act, 1953¹²⁴ (Act 49 of 1953) repealed as from 15 October 1990 by the Discriminatory Legislation Regarding Public Amenities Repeal Act, 1990 (Act 100 of 1990). (The whole act actually dealt with amenities.)
- ii) Group Areas Act, 1957 (Act 77 of 1957)¹²⁵ Section 1.
- iii) Sea-Shore Act, 1935 (Act 21 of 1935)¹²⁶ Section 4.

Legislation at provincial and local government level in Natal dealing with parks and recreational facilities is:

- i) Local Authorities Ordinance, 1974 (Ordinance 25 of 1974)¹²⁷ Section 14-21.
- ii) Durban Extended Powers Ordinance (Ordinance 18 of 1976).¹²⁸ Chapter XX and Chapter XXI.

6. Methods of Acquiring Parkland with reference to the Durban Municipality

There are a few methods and ways that can be used for acquiring and preserving recreation and open space land. These would be discussed briefly.

6.1 Reservation of Land in Terms of the Town Planning Scheme¹²⁹

A town planning scheme is prepared and enacted in terms of the Natal Town Planning Ordinance 1949 (as amended, Ordinance No. 31 of 1949). Its general purpose is to achieve a co-ordinated and harmonious development of an urban area in such a manner as will most effectively tend to promote health, safety, order, convenience and general welfare as well as efficiency and economy in the process of development.

The extensive scope of the scheme is further reinforced in the Ordinance by reference to a schedule of particular matters that should be dealt with, some of which are set out below as an indication of the range of concerns.

- i) the cultivation of trees and the like and the provision of ornamental works to improve the appearance of streets;
- ii) the reservation of land for purposes of recreation and/or for parks and other open spaces; and
- iii) the reservation of land for government and municipal purposes of a public nature.

In order to satisfy the foregoing requirements it could be argued that the preparation of a town planning scheme and its subsequent administration could be the single most important management function of a local authority.

6.2 Legal Provisions¹³⁰

The legal provisions of the town planning scheme normally comprise two main components - a zoning map and written regulations - that operate in tandem. The map is prepared on a survey base that accurately depicts all registered subdivisions of land on which is overlaid the nature and extent of each use zone and the reservation of all land for public purposes such as open space and recreation.

6.3 Reservation by Council¹³¹

As is the case with other local authorities, the Durban City Council can, within reason, reserve any piece of land for open space. There is no restriction, except that the provincial authorities indicated that there should be two hectares per 1 000 people and set aside in urban areas.

6.4 Market Rate¹³²

The Durban City Council, as is the case with other local authorities, may acquire land at the market value and serves notice to the owner when land is required. When there is no agreement on the price (which is negotiable) then an independent value could be set by another party.

6.5 Donations¹³³/Endowment

In terms of the subdivisional by-laws of the City, if a person owns an attractive piece of land, it may be provided as land for public open space in a new township or development of an area. If acceptable, the local authority may accept this as a donation. Should the person disagree, an endow-

ment must be paid, usually about 10% of the purchase price. There is nothing to stop people donating land to the City, but where the donation is conditional it is referred to as a dedicated park, stipulating that it cannot be used for any other purpose.

6.6 Leasing¹³⁴

Land can be leased for an extended period and so can certain beaches be leased by the State to local authorities.

6.7 Gifts and Bequests¹³⁵

Many cities and towns have been able to acquire substantial park properties through gifts and bequests from public spirited citizens. Although this is the cheapest form of land acquisition, such properties should only be accepted when free from narrow use restrictions and suitable in location and topography for recreation use.

6.8 Dedication by Subdividers/Developers¹³⁶

A growing practice in many communities is to require a land developer or subdivider to set aside a certain percentage of his property for recreation and park use. In some cases this land may be deeded to an organisation of home owners who have bought houses in his development. In other words, the land may be given directly to the city or town or any other authority in which the land has been developed. In some cases, subdividers have been permitted to pay a sum of money, instead of land, to be used for purchasing and developing nearby property for parks and recreation.

6.9 Easements¹³⁷

In some cases, land may be made available for recreation without direct acquisition. This may involve an agreement between the local authority and private property owners that permits specified recreation use of land. In some cases

flood controlled lands or property adjoining highways and/or airports are made available for recreation on this basis, without the land being transferred to the recreation and parks department. In others, owners of undeveloped land are given a reduced tax rate as compensation for keeping the land as an open space, rather than developing it.

7. Designing Parks and Recreation Areas in the the Durban Municipality

Once land has been acquired for recreation and park use through the methods that have been described, it is necessary to determine how it is to be developed and to have designs prepared. Much of this should have been accomplished through the planning study. A sound planning report will have analysed community needs and interests, identified appropriate sites for acquisition and even indicate the best uses to which these properties might be put. The planning report should also suggest a financial programme for developing the property itself. The next step is that of preparing a design for the facility.

Some principles and criteria that apply to the design of recreation areas in the City of Durban are discussed below.

7.1 Aesthetic Quality

Is the facility or area attractively designed? Although this may represent a subjective judgement, the element of beauty is an important factor in the architectural design.

7.2 Utility

Does the proposed layout provide adequately for needed play spaces, as planned in the initial proposal for the facility? Are the various areas and structures laid out so that they can be used with convenience?

7.3 Ease of Supervision

Does the layout lend itself to easy supervision by staff, particularly of those programme areas that require observation?

7.4 Safety

Are playground apparatus, games, courts, roads and paths all laid out to provide maximum safety? Are children's play or sitting areas segregated to provide protection from active games or car traffic?

7.5 Effective Use of Full Site

Does the layout ensure that every part of the site will provide either beauty or functional use? Has an effort been made to provide multiple use areas, to meet the needs of different activities, age groups, or seasons of the year?

7.6 Adaptability

Will the proposed structures or areas lend themselves to remodelling or expansion to meet changing needs, with a minimum of cost?

7.7 Suitability for Site

Does the layout, including both areas and structures, lend itself to the natural topography of the original site? Does it make use of natural features, such as flat areas, trees, natural slopes or similar elements in a logical way, to meet programme needs?

7.8 Economy

Has the layout been planned both to be as inexpensive as possible in construction, by avoiding unnecessary grading, draining or blasting operations, and to be economical in continued maintenance and operation?

7.9 Access

Will it be convenient for younger children and older adults to reach the areas designed for them? Is circulation within the area or facility designed for easy movement from spot to spot?

7.10 Convenience

Has adequate provision been made for parking, rest rooms, drinking fountains, seating and similar needs of participants?

7.11 Awareness of Neighbourhood Residents

Has the site been planned to cause minimum annoyance to its neighbours? Have activity areas that are likely to cause noise or draw crowds been placed as far as possible from adjoining homes? Has night lighting been located so that it will not bother residents?

7.12 Harmony of Layout

Do the various elements in the plan fit together in a logical co-ordination for both ease of supervision and convenience of use?

Many other technical elements must be considered in reviewing these preliminary plans. For example, the use of lighting, fencing, paths and roads, water sites, construction materials and sanitation should all be considered and at least tentative indications put forward of how they will be handled.

7.13 Facilities Designed to Minimise Vandalism

The problem of preventing vandalism and crime has become increasingly serious for recreation and parks departments within Durban. One approach to minimising vandalism has been an increased reliance on supervision in the form of building watchmen, police patrols and park (amenities) inspectors. Obviously, improved and extended programming also helps to reduce vandalism, since hobos, beggars, children and the youth who are the chief vandals are not as ready to damage a facility that they use regularly and for which they have some respect. However, a key point at which vandalism can be forestalled is in the design process. Architects are avoiding the use of ordinary glass windows in many recreation

buildings. Instead they are substituting plexiglass, wiremesh glass or solid glass panels or glass brick panes. Other fixtures, ranging from toilet seats to water fountains are designed to be as vandal proof as possible. In many other ways facilities are designed today with architectural features intended to make them resistant to vandalism and as inexpensively maintained as possible.

8. Summary

Research has shown that recreation, as a relatively free activity, may be the part of life with the least continuity. New activities and interests emerge as new opportunities are perceived. New companions open the minds to new meanings in old activities as well as to new enterprises. Also the same factors may have different meanings and motivations in student, parental and post-parental periods. Something may be done for social reasons in the teens, for health reasons in the forties and for intrinsic reasons a decade later. Deeper and more diverse appreciation of some experience or environment may be developed as the years go by.

The factors of recreation play a very important role and are intertwined with other strands of the life-course. When transitions are made in the family, work or recreation roles, the other roles are affected. The need for recreational provision by local authorities is of paramount importance in terms of satisfying a cross-section of people staying in that locality and therefore, in terms of meeting needs of the community, it is a service.

It can thus be ascertained that local governments are primarily concerned with the establishment of local areas and facilities for daily use by the residents of the urban neighbourhood and communities. They also tend to pay more attention than higher governmental levels to the development

of recreational programmes, due to their moral obligations. The factors influencing the development of parks and recreational services give perspective to this notion.

By putting this in perspective it became apparent why it was important to look at planning. Planning is a term in general use today but few are aware of its precise meaning. The purpose of this chapter was to focus on recreational services. A discussion evolved in terms of the package of plans as approved by the Natal Town and Regional Planning Commission its importance to the whole planning concept became evident.

There is a growing demand for programmes to serve the greater community and an increased insistence for action at all levels of government. It is this sense of urgency from which springs a desire to utilise planning as an instrument of public policy and as a process by means of which the most effective, realistic and practical proposals for the development of services and facilities could be directed.

Taking this further, a team approach to planning was discussed with emphasis on the position with regard to recreational property acquisition in South Africa and the legislative measures that govern this on a national, regional or local level. This was followed by a description of the methods of acquiring parkland with respect to the Durban Municipality and this led to a discussion of the designing of parks and recreation areas in South Africa, with the emphasis on Durban. It could be concluded that the principles and criteria applied to the design of recreation areas are universal although in a sense they differ in terms of the planning aspect in South Africa. In addition, the situation in South Africa has been compounded further in that due to the policy of apartheid, little was done in terms of providing recreational services, and amenities for other race groups and ascertaining their recreational needs and

desires. The situation is changing as legislation affecting this is being, slowly phased out, but attitudes of the citizens as well as the authorities will have to change.

This chapter provides a perspective and support for the following two chapters which deal with the macro and micro organisational arrangements of the Durban Municipality with respect to the Parks Recreation and Beaches Department.

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It is worth noting that the Separate Amenities Act contained some of the most cynical language ever written into apartheid legislation in our history. "It states among other things that the reservation of an amenity for one race shall not be invalid merely because similar facilities do not exist for other races or are grossly unequal in nature. This language underlined the evil of apartheid. vide. *The Citizen*, 2 June 1990.

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CHAPTER 5

ORGANISATIONAL DYNAMICS OF THE DURBAN MUNICIPALITY WITH SPECIAL REFERENCE TO THE STANDING AND SPECIAL COMMITTEES DEALING WITH PARKS, RECREATION AND BEACHES

1. Introduction

The administration of parks and recreational facilities is an activity entrusted to local government. It is, therefore, the duty of every local authority to make provision for adequate parks, beaches and recreational facilities. The provision of parks and recreational facilities is an important activity because the citizens of the community need somewhere they can enjoy their leisure periods. Moreover, well developed recreational facilities attract tourists and draw publicity and a vibrant economy to the local authority.

Initially the South African population was geared towards agriculture. The cities and towns of South Africa were small and there was little need for parks and other recreational facilities. Increasingly urbanisation of the population has changed the picture. Thus, today there is a growing awareness that this matter should be taken seriously.

In the 156 years since its founding, Durban has become one of the major coastal cities in South Africa as well as Africa. Its expansion has been phenomenal, particularly over the last four decades. This development has resulted in the Durban Municipality's Parks, Recreation and Beaches Department playing an influential role in accelerating Durban's expansion to meet the challenges of the city and to build it as a holiday attraction.

Thus far the focus in this research project has been on, inter alia, the structure and importance of local government in general; services provided by local government, including parks, other recreational facilities and beaches; and the needs and planning of the provision of these facilities with special reference to the Durban Municipality. In line with the topic of the dissertation and in order to establish the important role played by local government organisational structures, the focus of this chapter is on the organisational dynamics of the Durban Municipality with special reference to the Standing and Special Committees dealing with parks, recreation and beaches.

To attain the abovementioned aims the following objectives are set:

- i) Locus of parks and recreation in municipal administration.
- ii) Development of the City of Durban - a historical overview.
- iii) The current structure of the Durban City Council.
- iv) A brief history of the Parks, Recreation and Beaches Department.
- v) Locus of the Parks, Recreation and Beaches Department in the hierarchical structure of the Durban City Council.
- vi) The current standing and special committee dealing with Parks, Recreation and Beaches.

2. Locus of Parks and Recreation in Municipal Administration

The place of the municipal authority in the government and administration of a country is provided for by the constitution of the country. Consequently, every activity of a local authority has political implications and cannot be considered without regard to such implications. The aforementioned state of affairs would naturally also apply to parks and recreational activities for any governmental or

public administration purpose. Since the provision of parks and recreation is there to satisfy the leisure needs of the inhabitants of a locality, it is understandable that the provision of parks and recreational facilities will always be a politically sensitive matter.¹

3. Development of the City of Durban: A Historical Overview²

Apart from occasional visits by seafarers the recorded history of Durban dates from the first settlers to arrive in the Bay of Natal in 1824 when Lieutenant F.G. Farewell R.N., and about ten companions arrived here from Cape Town. They built their simple homes beside the bay and on the 23 June 1835 the village comprising the settlement was named D'Urban in honour of Sir Benjamin D'Urban, the Governor of the Cape Colony.

A small British military force was stationed at the port until December 1839. On its recall, Boer trekkers took possession of the little settlement and formed an encampment (the present Congella) at the upper end of the Bay. The Boers claimed independence and proclaimed the Republic of Natalia. In May 1842, however, a British military force re-occupied Durban and in July a treaty was signed in which the Boers recognised British sovereignty.

On 15 May 1854, Lieutenant-Governor B.C.C. Pine proclaimed the Township of Durban to be a borough. The promulgation of Ordinance, 1931 (ordinance 16 of 1931), provided for the incorporation with the Borough of the areas of Greenwood Park, Sydenham, Mayville, Umhlatuzana and the South Coast Junction.

Through the promulgation of Ordinance 1935 (Ordinance 7 of 1935) the Borough of Durban was granted City status. Reservoir Hills was incorporated into the City of Durban in 1946, the Chatsworth Housing Scheme in 1962, the Newlands area in 1969, Glenashley in 1974 and Phoenix in 1985.

The foregoing expansionary process has resulted in the division of the city of Durban into ten zones for the purpose of undertaking the administration of parks and recreational facilities efficiently and effectively.

3.1 Situations and Boundaries³

The City of Durban is situated on the south-eastern seaboard of the African continent at a longitude 31 degrees east and latitude 29 degrees south. The municipality stretches from the coastline towards the land in a ragged semi-circled shape arranged along the perimeter of the harbour.

The Durban foreshore area extends approximately 8 kilometres from the Umgeni Mouth (Umgeni River) in the north to the harbour entrance further south, including excellent beaches of golden sands, internationally known as the Golden Mile.

To the south the borough extends past the harbour along the shoreline as far as the Isipingo River. This shoreline includes a few beaches inferior in status to the former but not in aesthetic beauty and increasing popular.

Geographically, Durban's earlier boundaries included Durban south of the Umgeni River as far as the Umbilo River, to the west at the crest of the Berea Hill. Today the Western Boundary is extended even further west and includes areas such as Cato Manor, Umgeni and the newly included Phoenix and Newlands. Furthermore the Northern Boundary was extended approximately 5,5 km past the Umgeni River mouth to include areas such as Durban North and Virginia and the Southern

Boundary to the Isipingo river including the Chatsworth, Merebank, Bluff, Montlands, Yellowwood Park and the Old Line Suburbs.

The size of the Durban Borough includes an area 30 061 ha in extent. The KwaMashu Urban Black residential area, approximately 1 528 ha in extent was excised from the City with effect from April 1977 according to governmental policy regarding the development of Black National States.⁴ This area was, therefore, incorporated into the KwaZulu Government Service.

4. Current Structure of the Durban City Council⁵

In order to understand the intricacies involved it is important to clarify the structure of a municipal council. The principal parts of the structure of every local authority will be the council and the executive units. Committees are optional additions but have been established so generally that one or more committees could be regarded as regular parts of the structure of a local authority. The office bearers of municipal councils and particularly the chairman or mayor, could also exercise a decisive influence in municipal government and administration. The individual councillors are usually given no specific functions by the higher authorities and the municipal councils, but because they can play decisive roles in the municipal government and administration it is necessary to deal with them on the same lines as the principal parts of the structure.

4.1 Durban City Council

According to Sharpe each municipal council can only have one goal viz.:

"... to establish a municipality in such an environment that each citizen will be able to lead a full life. The goal must be accepted by the citizens, who should then exert themselves to the full to attain it."⁶

The Durban Municipal Council, as is the case with all municipal councils in Natal, derive its powers and duties from provincial ordinance and Acts of parliament. The Durban Municipal Council may legislate only on matters listed in the Natal Local Authorities Ordinance, 1974 (Ord. 25 of 1974). The by-laws of the Durban Municipal Council have application only within the area of jurisdiction of the municipality. Municipal councils cannot do anything that is not specifically or by implication delegated to them under the statutes of higher authorities.⁷

The Durban City Council consists of elected members and has two principal groups of functions:

- i) Governmental functions devolving from the representation of citizens for the purposes of determining their specific needs and desires relating to communal goods and services and measures to satisfy those needs and desires.
- ii) Administrative functions which are grafted onto the administrative functions of the officials and which can be regarded as the links between the governmental functions performed by the council and the functions performed by the officials.⁸

4.2 Committees

With the goals of the Durban City Council in mind, it is necessary to ensure that even the most imaginative of councillors and citizens will be inspired to contemplate the future of the city and to take the necessary steps to realise that projection. Perhaps the most preferable means of securing this state of affairs is to establish committees which may be called upon to execute meaningful directives and thereby achieve meaningful results.⁹

The committee consist of councillors whom the council appoints to consider various aspects of the council's work, with a view to taking final decisions on a limited number of subjects, to consider important issues in defined spheres and to report to full council meetings with recommendations as to the action to be taken.¹⁰ However, in a Management Committee system (as in Durban) these various committees recommend directly to the management committee¹¹ and not to the full council.

These committees have supervisory powers over one or more functional departments and they relate directly with the council. A variation of this system is the management committee system¹² between the officials and the council. The other standing committees are subordinate to this management committee and are linked to the council through the management committee system. The basis of the management committee system is that the council is to act as the policy-making body and the management committee as the only executing agency.¹³

Figure 7¹⁴ depicts the general organisational structure of a local authority using the management committee system, while Figure 8 depicts the general organisational structure of a local authority using the multiple committee system.

Figure 7 General Organisational Structure of a Local Authority Using the Management Committee System

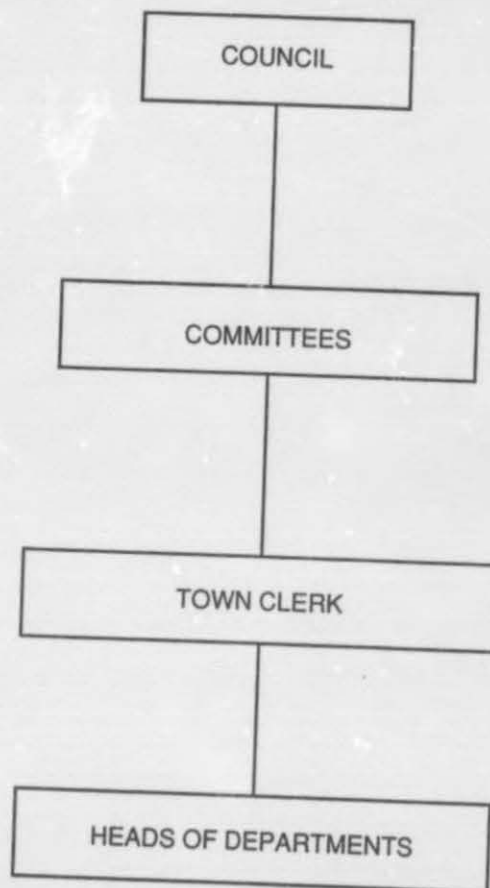
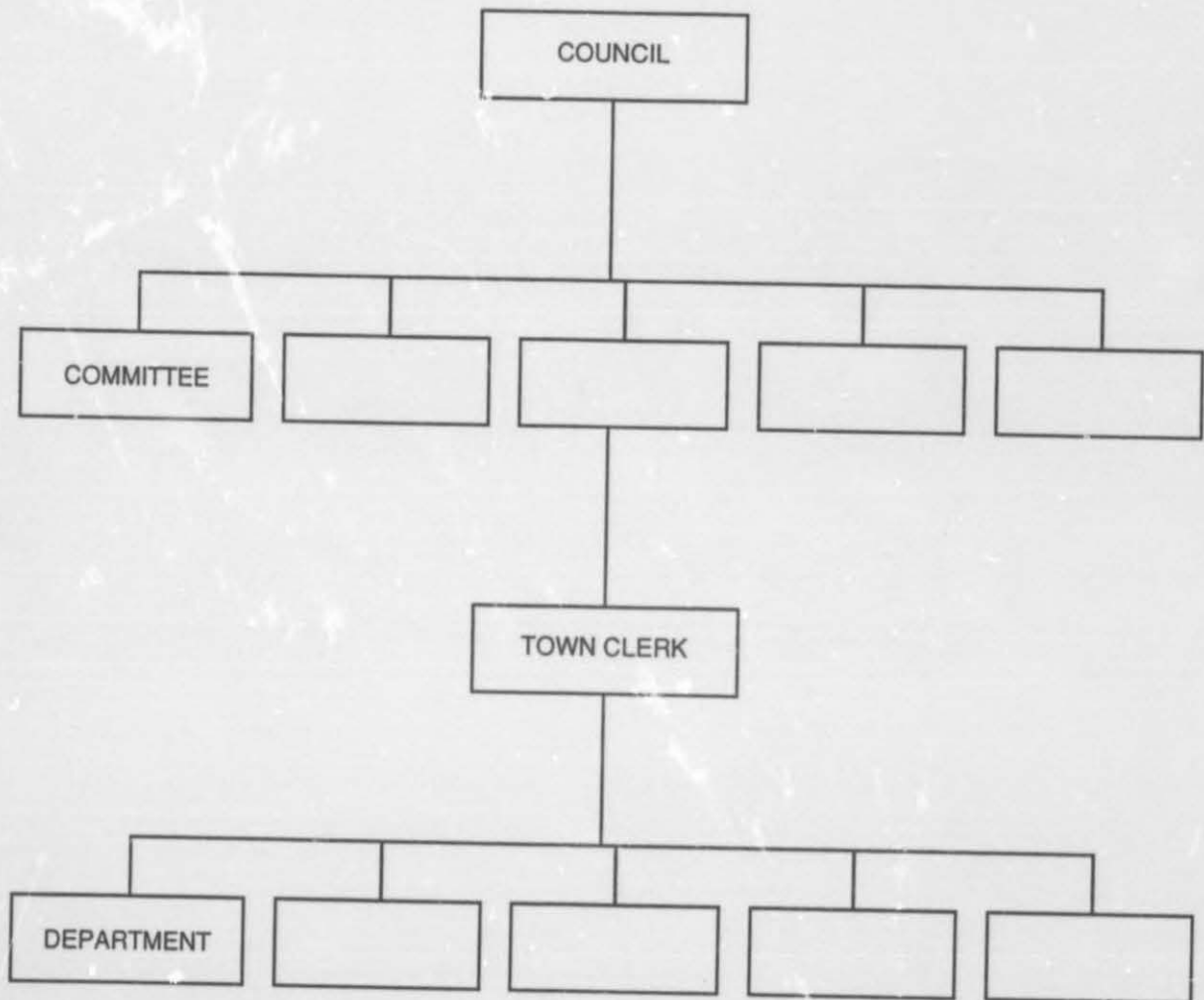


Figure 8 General Organisational Structure of a Local Authority Using the Multiple Committee System

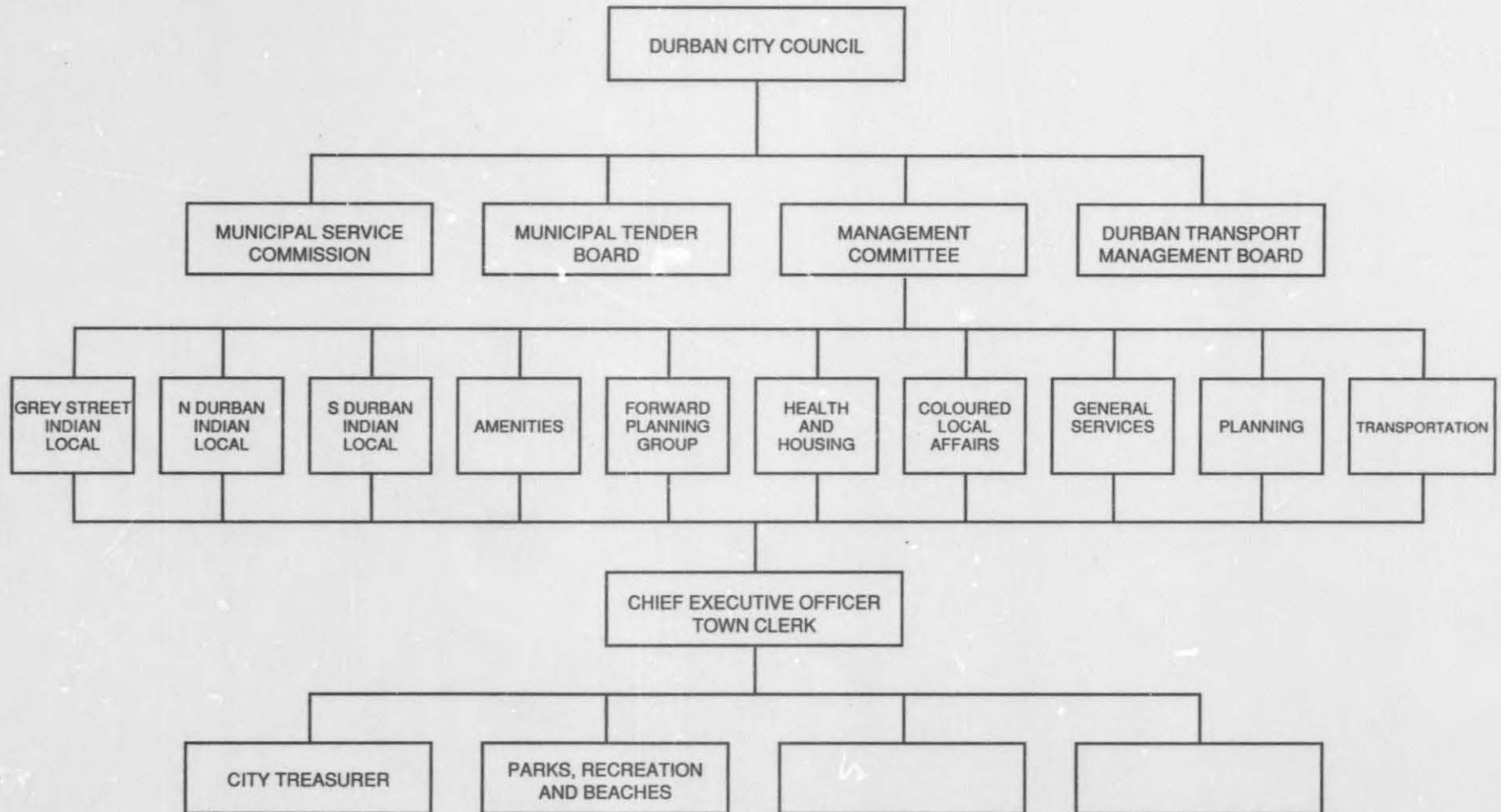


Craythorne observes that the committee system presently operating in Durban is a hybrid between the multiple committee and the management committee system.¹⁵ There are a number of standing committees and special committees that are applicable to the Durban City Council each with its own terms of reference and plenary powers that are delegated to them. Figure 9 depicts the organisational structure of the Durban City Council.

Each Councillor must be a member of at least one committee, but may not sit on more than three committees. The Southern Durban, Northern Durban, Grey Street Area Indian and Durban Coloured Local Affairs Committees act in an advisory capacity to the council committees. Representatives of these four local affairs committees are entitled to be represented at council and committee and can voice their opinions, but cannot cast a vote. All the rules of conduct apply to these representatives as they do to the city councillors at all meetings.¹⁶

Figure 9 Current Organisational Structure of the Durban City Council

CITY OF DURBAN – CURRENT ORGANISATION STRUCTURE



4.3 Town Clerk¹⁷

The chief administrative officer is the focal point for the integration of municipal government and administration. The functions of the chief administrative officer, i.e. the Town Clerk of Durban can be summarised as-

- i) encouraging and assisting the council and its committees to decide on policies which will ensure the welfare of the urban community; and
- ii) providing proposals and supporting information to the council and committees to enable them with deliberations to reach conclusions on policy issues and plans and programmes.

The town clerk generally acts as a facilitator with respect to the directors of the various departments and in this regard to the Parks, Recreation and Beaches Department and the Council and its various standing committees. The town clerk is fully appraised of requests undertaken by various departments and generally lends support and gives advice regarding these requests and monitors progress of departments against their plans and programmes of action and budgets.

4.4 Executive Departments¹⁸

The organisational structure of the Durban Municipal Council provides for a number of departments which serve as executive units. The heads of departments impart all relevant information requested by the Chairmen of committees for purposes of decision and policy-making. Furthermore, these decisions would be of little value without staff to act upon them and to attend to the various functions of the local authority. Adequate staff and departmental organisational advice is given to ensure that decisions are properly implemented.

5 A Brief History of the Parks, Recreation and Beaches Department¹⁹

It was in 1849 that the newly formed Agricultural Society of Durban obtained a grant of 10 hectares of land on the Berea from the Natal Government for the purpose of establishing an Experimental Garden. This area was almost immediately increased to twenty hectares and except for small sites which have been excised for various purposes, constitutes the area covered by the Botanic Gardens of the present day.

During the first years of the Garden all efforts were concentrated upon the introduction, propagation and distribution of plants considered to be suitable for commercial planting in the new colony.

With Durban achieving municipal status in 1854, further attention was given to the creation of public recreational facilities and Albert Park was established in 1864, closely followed by Victoria Park in the same year.

In 1882 the Botanical Society took over the Botanic Gardens under the new Curator, Medley Wood. This marked the beginning of a new phase, in that the development of the Gardens was arranged along generally accepted Botanical Garden lines; the agricultural aspect was dropped and new ornamental plants were added to the collection.

The Durban Corporation, as it was known then, in 1896, let out its major recreation grounds to the Durban and Coast Society of Agriculture and Industry, but in 1908 the Society handed back their interests to the Corporation due to certain difficulties. At the turn of the century, in 1906, the Council began its first recreational developments on its beaches and in the duration of two years tremendous progress had been made. The mayor in his minutes, (1908) stated "Never before has the corporation made an investment so immediately remunerative, both directly and indirectly, as

this one". The facilities already included children's paddling ponds, a fountain in the ponds, shelters, grass lawns, hardened paving and in addition there were various centres for public amusement and comforts on the beach.

By 1908 Berea Park and Sutton Park had already been established. In 1912 a Sanitary Department and a Parks and Gardens Department were concerned with the present day functions of the Parks, Recreation and Beaches Department.

In June 1914 the Beach Department under the Beach Superintendent was created to co-ordinate the services at the Ocean Beach, and, in addition, a Beach Committee was created.

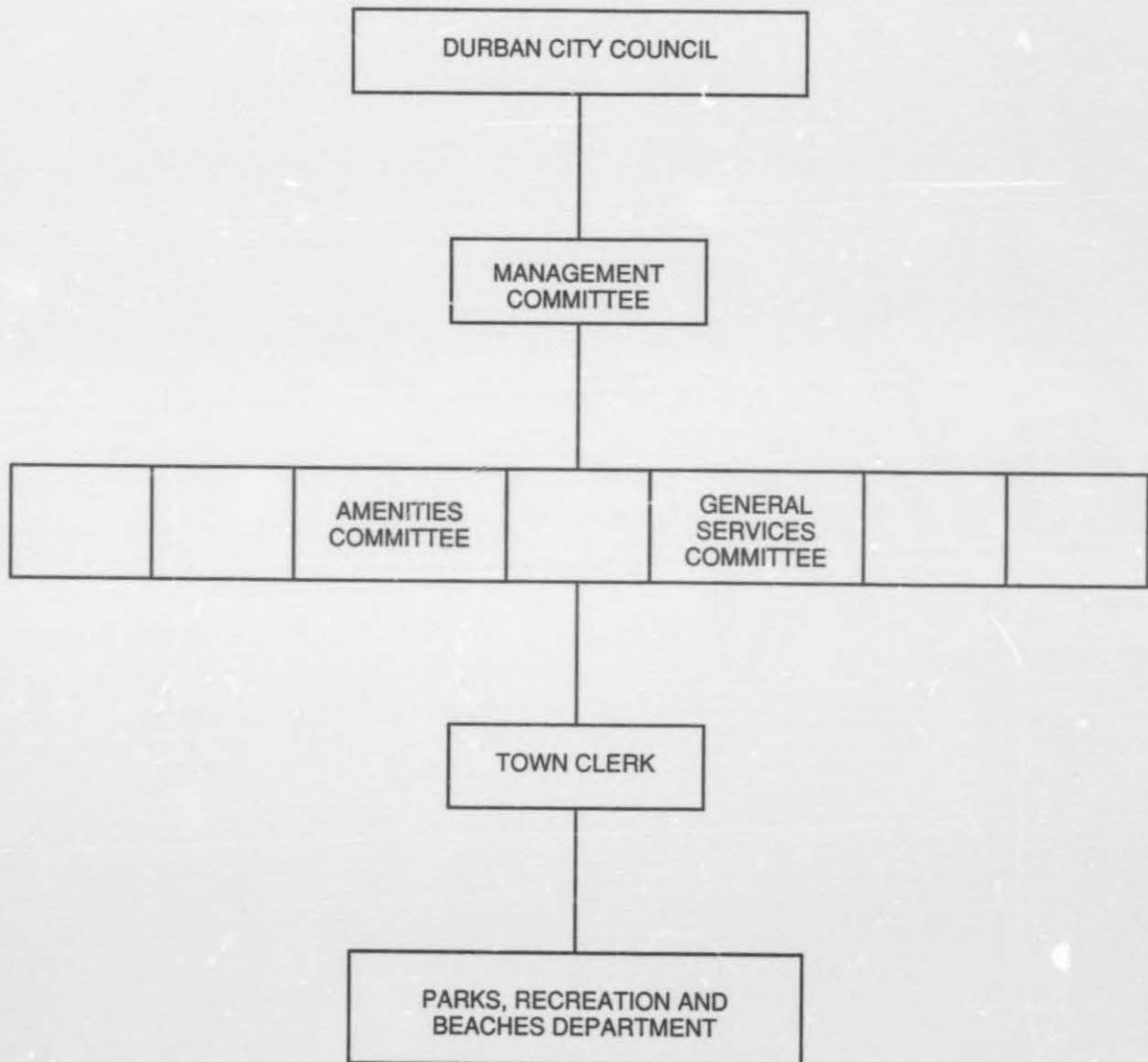
After the Durban Municipality took over the Botanic Gardens in 1913, further deterioration ensued for a number of years and finally the Gardens was absorbed in the newly formed Parks Department of the Durban Municipality.

Arising out of the staff re-organisation scheme of the City and Water Engineers Department, the City Council on the 13th February 1947, adopted the recommendation of the Works Committee that the Parks and Gardens, Baths and Beaches and Golf Course sections of the City Engineer's Department, be divorced from the control of the City Engineer's Department that a new Municipal Department to be known as the Parks, Recreation and Beaches Department be created and that the new department comprise the functions of the abovementioned sections. This is still in existence today but the system is due to change in terms of the City Council's restructuring programme which was completed by the end of 1991 and should be fully operative by the middle of 1992.

6. Locus of the Parks, Recreation and Beaches Department in the Hierarchical Structure of the Durban City Council

The Parks, Recreation and Beaches Department is responsible either directly or via the Amenities and General Services Committees to the Management Committee. Other committees also act as a channel from time to time are the Environmental, Beach and City Steering Committees, but this is the exception rather than the norm.²⁰ The locus of the Parks, Recreation and Beaches Department in relation to the aforementioned committees is illustrated in Figure 10.

Figure 10 Locus of the Parks, Recreation and Beaches Department in the Hierarchical Structure of the Durban City Council



7. Current Standing and Special Committees dealing with Parks, Recreation and Beaches

It is important to understand the role the various committees play in terms of parks, recreation and beaches. A brief exposition is given of the Durban Management Committee and Amenities and General Services Committees, with emphasis being placed on aspects dealing with parks, recreation and beaches, as well as the Environmental Committee and the Beach and City Steering Committee.

7.1 Durban Management Committee

7.1.1 Terms of Reference

The Durban Management Committee is specially authorised by the Durban City Council to consider and report to the Council on a multitude of matters.²¹ Its terms of reference relating to parks, recreation and beaches are as follows:

- i) To consider and make recommendations on major matters concerning the overall planning strategy or associated external questions affecting the interests of the city.
- ii) To appoint departmental review sub-committees with terms of reference as follows:
 - To consider any policy guidelines which should be given to assist in the preparation of priorities, policy objectives and long range plans.
 - To review the effectiveness of the levels of service provided.
- iii) Civic entertainment and courtesies.
- iv) Enrichment of the environment.
- v) Supplies and the disposal of surplus material and plant.
- vi) Town planning schemes and amendments thereto and the planning and development of council-owned land and the beach areas.²²

7.1.2 Delegated Powers

The Durban Management Committee is authorised to exercise the following duties pertaining to parks, recreation and beaches on behalf of and in the name of the Durban City Council:

- i) To set aside land for specific departmental use.
- ii) To invoke the provisions of the Reservation of Separate Amenities Act in respect of "public premises" in the ownership of or under the control of the council and to reserve or set aside such premises, or land or portions thereof for the exclusive use of persons belonging to a particular race or class in such manner and by such means as the Committee may consider most convenient. (This has been amended subsequent to the abolition of the provisions of the abovementioned act.).
- iii) To approve the payment of compensation for damage caused by trees planted or maintained in the exercise of any of the Council's powers, or the rectification of any such damage (with the consent of the owner) at the council's expense, or to reject applications for such compensation or rectification.²³

7.2 Durban Amenities Committee

7.2.1 Terms of Reference

The terms of reference of the Durban Amenities Committee applicable to the parks, recreation and beaches are as follows:

- i) Amateur recreational provision - including the alienation of land, the granting of loans for such purposes and generally the betterment and co-ordination of amateur recreational facilities in the city.
- ii) Amusement parks.
- iii) Beach and bathing establishment and maintenance of beach areas.
- iv) Municipal golf courses.
- v) Parks, public recreation and leisure facilities.²⁴

7.2.2 Delegated Powers

The Durban Amenities Committee is authorised to perform and exercise the following duties pertaining to parks, recreation and beaches on behalf of and in the name of the Durban City Council:

- i) To determine applications for the removal of trees in streets.
- ii) The supply of refreshments on the foreshore: to exercise the powers conferred on the Council by part II of the beach bylaws relating to the sale and supply of refreshments on the foreshore.²⁵

7.3 Durban General Services Committee

7.3.1 Terms of Reference

The terms of reference of the Durban General Services Committee applicable to parks, recreation and beaches are as follows:

- i) Cemeteries.
- ii) Fresh produce markets.
- iii) Sewerage disposal works, sewers and drains (not associated with roads).²⁶

7.3.2 Delegated Powers

The General Services Committee is authorised to perform and exercise the following duties pertaining to parks, recreation and beaches on behalf of and in the name of the Durban City Council:

- i) To implement all policies and projects approved by Council in view of the abovementioned terms of reference.
- ii) To grant or refuse applications for the conversion of trade and applications to sub-let, assign or transfer the right to occupy stalls or stands.²⁷

7.4 Durban Environmental Committee

7.4.1 Terms of Reference

The terms of reference of Durban Environmental Committee applicable to the parks, recreation and beaches are as follows:

- i) To consider and report to the city council through the management committee on all departmental reports relating to planning, building and construction works and allied matters and all recommendations of Standing Committees which are likely to affect the environment, as well as any other matters submitted to it for consideration.
- ii) To define and report to the management committee upon areas which it considers to require special attention as regards the preservation of the environment of Durban.

7.5 Durban Beach and City Steering Committee

7.5.1 Terms of Reference

The terms of reference of the Durban Beach and City Steering Committee applicable to parks, recreation and beaches are as follows:

- i) To report to the management and planning committees jointly on the planning of the beachfront and central areas.²⁹

7.6 Parks, Recreation and Beaches Department and the Committee System³⁰

It was necessary to set out the whole structure of the committee system of the Durban City Council because of the associations that the Department of Parks, Recreation and Beaches has with many of these committees in the execution of their duties. Of vital importance to the management and planning of the Department are its monthly meetings with the

Amenities Committee and General Services Committee, in which the Director, or in his absence, the Deputy Director participates.

Here all major aspects of the administration of the Department are discussed; such as, *inter alia*, new capital projects, policy regarding their function, budgeting, organisational restructuring, the creation of new posts and generally mostly on aspects which have not been delegated as decisions which could be made on department level. It can be said that the Amenities Committee is the controlling machine of the Council with regard to departmental activities. The accountability of the Director to the Council takes the form of regular reporting to the Amenities Committee on aspects of importance. It must be mentioned that the technical knowledge of the Director, as the Chief Executive of his Department, plays an important role in formulating policy and making decisions with regard to the activities of the Department. It must be remembered that political office bearers very seldom have the background or knowledge to be able to advise on the important technical matters concerned. It is clear that a distinct line of division cannot be drawn and that the politics/administration dichotomy is a vague distinction.

Other than the Amenities Committee, which deals specifically with parks, recreation and beaches, the Director is involved in various other committees, such as the Local Affairs Committees³¹ and the Traffic Technical Sub-Committee, in making important decisions and formulating policy and planning, and constantly liases with the town clerk regarding matters pertaining to his department.

Internally the Departmental Management Committee consists of the executive staff of the Department of Parks, Recreation and Beaches. This Committee meets once a month to discuss aspects of general management in the Department. An *ad hoc*

committee of heads of districts and divisional horticulturists of the sections Production and Display and Training exists to discuss general management and co-ordination on middle management level.

8. Summary

The emphasis of this chapter has been on dealing with the organisational dynamics of the Durban Municipality with reference to the Standing and Special Committees dealing with parks, recreation and beaches. In the ensuing discussions it became clear how the city of Durban evolved and the structure of the Durban City Council was indicated. A fairly brief history of the parks, recreation and beaches department was given, with appropriate mention of the locus of the department within the hierarchical structure of the Durban City Council. This was followed by a detailed exposition of the various standing and special committees dealing with parks, recreation and beaches with the discussion revolving around the terms of reference and delegated powers of these committees as they pertain to the theme of the dissertation. Further to this, the Parks, Recreation and Beaches Department and the Committee System were dealt with and from this discussion, it could be discerned that a distinct line of division cannot be drawn and that the politics/administration dichotomy is a vague distinction. The main objective of this chapter was to deal with the macro-organisational aspects of parks and recreational services in Durban, with the objective of providing support and perspective to the penultimate chapter which will deal with the micro-organisational aspects of the parks and recreational services in Durban by paying attention to the organisational structure, goals, objectives and functions of the Department.

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7. Any provision of a municipal by-law or regulation which is contrary to that of an act of parliament or provincial ordinance, is ultra-vires and of no force and effect. Moreover, the administrator must sign each by-law or regulation of a municipal council and promulgate it in the official Gazette of the relevant province before it can take effect - vide Cloete, J.J.N.: *Munisipale Regering en Administrasie in Suid Afrika*, J.L. van Schaik, Ltd., Pretoria, 1971, p. 37.
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9. Sharpe, op. cit., p. 30.

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11. For a detailed discussion on the different committee systems presently operational in South Africa see Speed, op. cit., p. 18-36 and Evans, S.: *New Management Committees in Local Government*, Juta and Company Ltd., Johannesburg, 1969, passim.
12. For a detailed discussion on the management committee system in South Africa, see Botes, J.: "Het die Be-stuurskomitee- stelsel in Traansvaal aan sy doel Beantwoord?" SAIPA, *Journal of Public Administration*, Vol. 2, No. 4, April 1967, pp. 398-425, and Republic of South Africa: *Report of the Committee of Inquiry into the Systems of Management Committees in Natal*, Vol. 5; 1 and 2, Natal Provincial Administration, Pietermaritzburg, September 1965, pp. 5-45.
13. Humes, S. and Martin, E.: *The Structure of Local Government : A Comparative Survey of 81 Countries*, International Union of Local Authorities, The Hague, 1969, p. 290.
14. Bayat and Govender, op. cit., p. 34.
15. Craythorne, D.L.: *The Role of the Town Clerk in Municipal Government in South Africa*, Unpublished Master of Public Administration dissertation, University of Cape Town, Cape Town, 1977, p. 57.
16. The reader is referred to the Terms of Reference of Standing and Special Committees and Plenary Powers Delegated to Standing Committees, 1988, Town Clerks Department.
17. Bayat and Govender, op. cit., p. 34.
18. Loc. cit.
19. Information contained herein has been obtained in an interview with Mr A. Hitchcock, Head of Technical Liaison Division of the Parks, Recreation and Beaches Department of the Durban Municipality on 23 March 1990, Mr Linley, former Director of Parks, Recreation and Beaches Department and now retired on 22 August 1990 and Mr Errol Scarr present Director of Parks Recreation and Beaches Department, 11 April 1990.
20. Information contained herein has been obtained in an interview with Mr A Pembroke, Assistant Director of the Parks, Recreation and Beaches Department of the Durban Municipality on 28 September 1989.
21. Vide City of Durban: *Terms of Reference of Standing and Special Committees and Plenary Powers Delegated to Standing Committees*: 1988, Town Clerks Department, Durban, pp. 1-4.
22. Ibid., pp. 11-3.
23. Ibid., pp. 5-7.
24. Ibid., p. 9.
25. Ibid., pp. 9-10.
26. Ibid., p. 11. This is normally associated with the provision of sport and recreational facilities in terms of the drainage of sportsfields.

27. Loc. cit. This is normally associated with the letting out of stands and stalls at sports venues, beaches and other recreational facilities.
28. Ibid., p20
29. Ibid., p23
30. Information contained herein has been obtained in an interview with Mr M Edwards, former Deputy Director of Parks, Recreation and Beaches Department on 13 September 1989, Mr A Pembroke Assistant Director of Parks, Recreation and Beaches Department on 12 September 1989 and Mr E Scarr Director of Parks, Recreation and Beaches Department, December 1990. The writer has compiled this into a coherent whole after considering all information at his disposal.
31. The four local affairs committees in Durban are as follows:
 - i. Durban Coloured Local Affairs Committee
 - ii. Northern Durban Indian Local Affairs Committee
 - iii. Southern Durban Indian Local Affairs Committee and
 - iv. Grey Street Area Indian Local Affairs Committeevide: City of Durban: 1984/85 Durban Municipal Review, Town Clerk's Department, Durban, 1985, p. 1.

CHAPTER 6

ORGANISATIONAL DYNAMICS OF THE PARKS, RECREATION AND BEACHES DEPARTMENT WITH SPECIAL REFERENCE TO ORGANISATIONAL STRUCTURE, GOALS, OBJECTIVES AND FUNCTIONS

1. Introduction

The theme of this dissertation pertains to the administrative aspects of parks and recreational facilities at the local government level with particular reference to the Durban Municipality. The micro-organisational aspects as they pertain to the Department will be ascertained, thus the focus of this chapter centres on the organisational structure of the Parks, Recreation and Beaches Department, its goals, objectives and functions. In addition, an evaluation is given of the roles played by the politicians as policy makers, the officials responsible for the execution of the policies and the views of the ratepayers and the media concerning the provision and maintenance of parks, recreation and beaches in the Durban municipal area. Further it should become apparent to what extent the municipality provides these services through an in-depth examination of the micro-organisational aspects of the Department. The objectives that are set are as follows:

- i) To describe the goals, objectives and functions of the Department with emphasis being placed on the Parks Branch and the Recreational and Services Branch with its various divisions.
- ii) The global evaluation pertaining to the Parks, Recreation and Beaches Department.

2. Goals, Objectives and Functions of the Department

It is often stated that the Parks and Recreation Service Department is looked upon as the "cinderella department"¹ and in times of financial stringency it is one of the first departments to suffer cuts as the work it performs is perceived as non-essential. The perception is false and can

only harm the long-term well-being of the community as a whole. It should be remembered that this department plays a vital role in providing services to the underprivileged as well as privileged members of society.

2.1 Goals and Objectives

Concerning the goals and objectives of the Parks, Recreation and Beaches Department, Errol Scarr, the Director of Parks, Recreation and Beaches could not have stated it more precisely than in the following description of departmental objectives and aims approved by the Durban City Council, namely,

"primary goal of the Parks, Recreation and Beaches Department is the provision of the best possible environmental, leisure and cemetery services in a manner which minimises the cost and maximises the benefit to the ratepayer."²

2.2 Functions

The functions to be carried out by the Parks, Recreation and Beaches Department to achieve the primary goal of the department are as follows:³

- i) The development and maintenance of public open space parks, natural areas, road verges, street areas and trees of horticultural interest.
- ii) The provision and maintenance of recreational facilities and services.
- iii) The provision and maintenance of cemeteries.
- iv) The provision of a public information service.

The priorities for the activities of the Works Sub-branch of the Parks, Recreation and Beaches Department are fixed as follows:⁴

- i) First priority: maintenance of existing facilities.
- ii) Second priority: implementation of special projects.
- iii) Third priority: implementation of Parks capital projects and National Housing Commission projects.

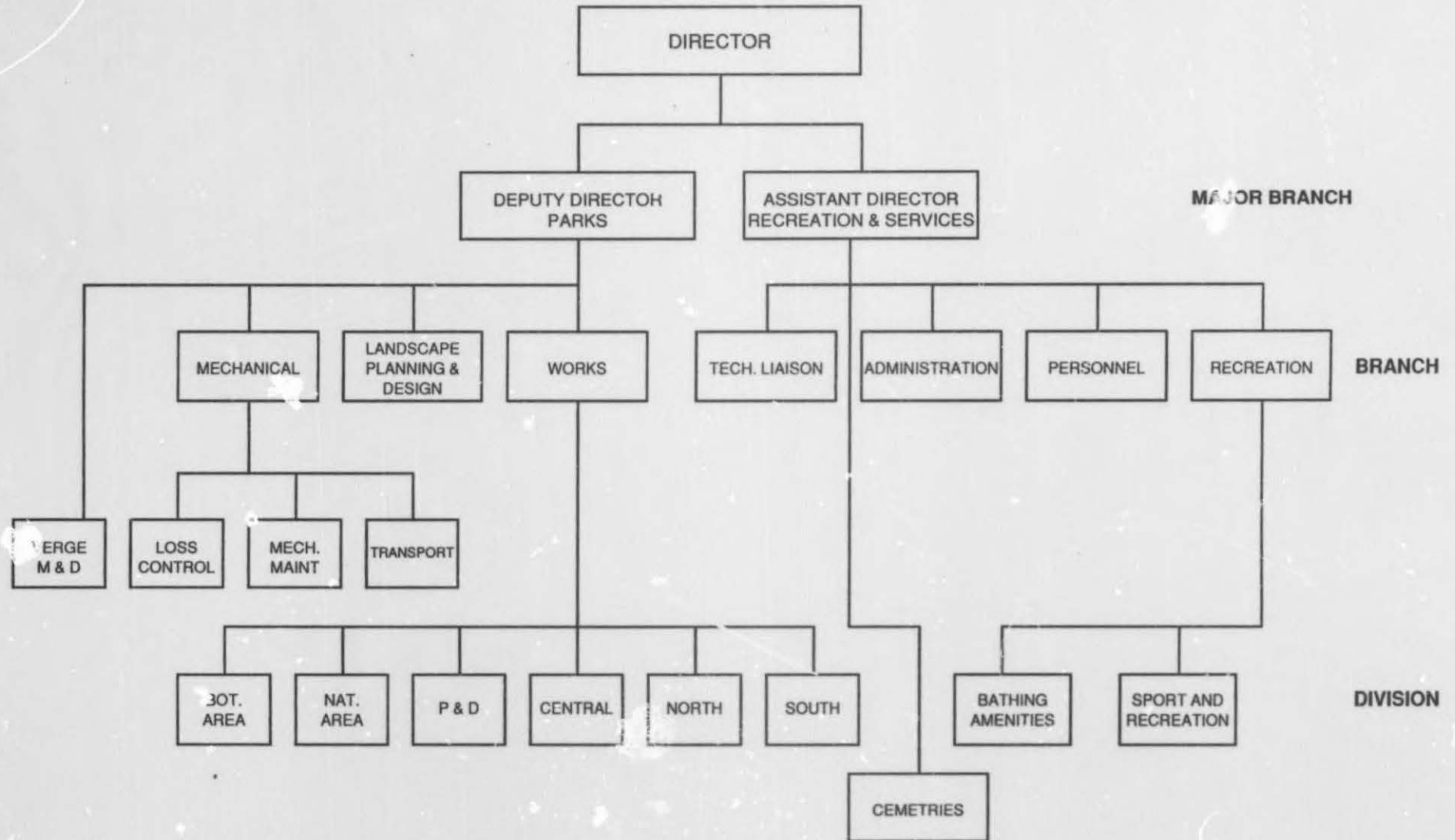
- iv) Fourth priority: implementation of parks revenue projects.

From the above it should be evident that the Department must be multi-disciplinary if it is to provide all the services expected of it. The Department is the third largest of the Council with only the City Engineer's Department and City Electrical Engineer's Department having larger budgets, both in terms of capital and operating budgets. The Department is an independent Department reporting directly to its Standing Committee, the Amenities Committee or the Management Committee, depending on the subject matter of the report.

2.3 Organisational Structure of the Department

The Parks, Recreation and Beaches Department is multi-disciplinary. From the organogram it can be seen that the Department is split into two major branches, namely the Parks Branch and the Recreation and Services Branch. Figure 11 depicts the organisational structure of the Parks, Recreation and Beaches Department and its divisions and sections.⁵ A Director is in charge of the Department. The Department is split into two major branches with a Deputy Director of Parks and an Assistant Director for Recreation and Services.

Figure 11 Organisational Structure of the Parks, Recreation and Beaches Department



The Deputy Director - Parks is responsible for the following branches:

- i) Mechanical services which is further split into three divisions, namely-
 - loss control;
 - mechanical maintenance; and
 - transport;
- ii) Landscape planning and design.
- iii) Verge and maintenance development.
- iv) Horticultural works which is split into six divisions,
 - namely, botanical gardens and area;
 - natural areas;
 - production and display;
 - central;
 - northern; and
 - southern.

The Assistant Director-Recreation and Services is responsible for the following branches:

- i) Technical liaison.
- ii) Administration which deals with cemeteries as well.
- iii) Personnel and training.
- iv) Recreation which is split into two divisions, namely-
 - bathing, amenities; and
 - sport and recreation.

A clear picture is evident in terms of the structure of the Parks, Recreation and Beaches Department. Attention is now focused on discussing each major branch and its various branches and divisions.

2.3.1 Parks Branch

The Parks Branch covers the whole spectrum of the horticultural work undertaken in the city i.e. landscape construction and maintenance of the plant and equipment. Within this

branch are the three geographical divisions in the city i.e. Central, Northern and Southern which operate independently and autonomously.⁶

2.3.1.1 Mechanical Services⁷

This branch has a services manager who is in charge of the workshops. The branch is responsible for the co-ordination and control of all activities relating to the maintenance and repair of all mechanical plant, tractors and equipment of the Department. Records are kept of all the plant and equipment of the Department, indicating where they are used, when and the condition they are in.

The Department is very conscious about its loss control programme and which is implemented in close co-operation with the mechanical maintenance function. The workshops are responsible for the repairs of all plant and equipment and the operation of the transport fleet which has in excess of 130 vehicles. The division is also responsible for the painting of all playground equipment and getting involved in special projects that are initiated by the Parks, Recreation and Beaches Department as a whole if their services are required.

The head of the Mechanical Services Branch is also responsible for the acquisition of new equipment as required and has to annually submit his budget for the next financial year. The budget for plant and equipment is separated on the annual budget although it constitutes part of the revenue expenditure of the Department.

2.3.1.2 Landscape Planning and Design⁸

The Landscape Planning and Design Branch is under the control of the Landscape Architect who has a staff of qualified personnel. It started as a service branch for the Department

in doing design, planning and draughting work for Durban's three divisions, that is Central, Northern and Southern. At present it is responsible for the following functions:

- i) Liaison with town planning concerning development projects.
- ii) Design work for new development projects.
- iii) Surveying areas and obtaining existing plans.
- iv) Prepare cost estimates for projects.
- v) Undertaking site redevelopment and providing horticultural technical support.
- vi) Contributing towards the Durban beach and city redevelopment programme.
- vii) Administration of contracts which include-
 - provision of top soil and compost;
 - turfing of sports fields;
 - open space grassing;
 - irrigation maintenance;
 - turfing of park lands;
 - post and rail fencing;
 - playground equipment; and
 - maintenance of beaches.

It is apparent that all landscape proposals are initiated in this division, detailed designs and estimates are prepared and all contracts controlled. In addition, furthermore, there are a number of vacancies which does not augur well for the functioning of the Department.

2.3.1.3 Verge and Maintenance Development⁹

The Verge and Maintenance Development Division is responsible for the maintenance of all unmaintained road verges totalling some 4 690 000 m². In terms of Council's policy, these verges receive three cuts during the growing period i.e. October - June. The bulk of this work is undertaken by private contractors.¹⁰

The Department has its own section, i.e. maintenance of trees, in addition to most of the culling being done through contracts with the private sector, which gives priority and immediate attention to emergencies where high grass is hazardous. The labour superintendent is held responsible for the action to be taken in this regard, and a superintendent of contracts sees to the supervision of work done by the private sector and checks that the contract agreement is duly carried out.

Several problems gave rise to the need to create a new division. The geographical divisions have expanded progressively to a marked degree leading, inter-alia, to the acceptance by them of an unduly large volume of grass cutting on road verges and open spaces. This caused horticultural staff to be overburdened with relatively non-technical work, leading to the unavoidable neglect of horticultural development and maintenance. Because of this situation the standard of maintenance of parks and landscape areas was falling to an unacceptable level and the horticulturists were dissatisfied and consequently lacked motivation. It was also found that the geographical divisions have grown to a cumbersome size, too difficult to manage efficiently, and have a work content too great and too varied for a district officer to handle efficiently.

It was decided, therefore, to set up a new division. The maintenance of street trees was withdrawn from the geographical divisions some years ago in order to leave them freer to attend to horticultural matters. The centralisation of this function has proved to be a progressive measure and has improved the efficiency of this aspect of the department's work. Street trees are established within the confines of road verges and it is considered logical that their maintenance should be grouped with other aspects of verge maintenance such as vegetation control and grass cutting.

It is agreed that the lower echelons of this division need not be qualified in horticulture, but it is necessary for those in control to be qualified as far as possible for the following reasons:

- i) The division includes street-tree maintenance which is a technical aspect of horticulture.
- ii) It is proposed that other forms of ground covers other than grass will be used in the treatment of verges, particularly with the present difficulty of moving with mechanical equipment.
- iii) It is proposed that a portion of the staff could be utilised on major horticultural developments and street tree planting, programmed during the winter months when grass cutting is at a minimum.
- iv) The division should play a leading role in the landscaping of certain major roadways.

With these technical aspects forming part of the Division's activity it was decided to place a Divisional Horticulturist in control of the Verge Maintenance and Development Division, who now has similar general administrative duties to the other district officers in the geographical divisions. In addition, the Divisional Horticulturist (Verge Maintenance and Development) is responsible for:

- i) The preparation of programmes of work relating to road verge development and maintenance, including the planting and maintenance of street trees, grass and the introduction of ground cover planting in road reserves when this is desirable.
- ii) To assist the Chief Horticulturist (Services) in the preparation and supervision of contracts for work undertaken by the private sector.
- iii) The investigation of complaints relating to the maintenance and development of road reserves and reporting thereon.

- iv) Liaise with other officials with regard to the division's requirements of plants, and with regard to absorbing certain aspects of grass cutting from them.
- v) To assist the Safety Officer in matters concerning safety in the Department and to deputise for him as safety officer when required.

2.3.1.4 Horticultural Works^{1 2}

The function of the Works Branch is the development and maintenance of public open space within the Durban Boundary Facilities in this category would include the maintenance of:

- i) Passive parkland - highly developed.
- ii) Play lots and playgrounds.
- iii) Recreational facilities, namely-
 - soccer fields;
 - cricket;
 - netball;
 - swimming pool surrounds, (these are horticultural maintenance only);
 - tennis;
 - bowls.
- iv) Natural areas - public open space defined as natural areas e.g.
 - Burman Bush development and maintenance includes trail system, signage, education at Resources Centres, public participation;
- v) Production and display
 - plant production for development and maintenance and for public and office displays (civic);
- vi) Maintenance of Botanical Gardens and Old Fort Gardens
 - specialised plant collections and
 - historical aspects.

To achieve this the Department has allocated area and responsibilities into six divisions to make it more effective in terms of functioning. It has decentralised its activities of the city into three geographical units namely the

i) Southern.

ii) Central.

iii) Northern,

and has also established the following divisions:

iv) Production and display;

v) Natural areas.

vi) Botanical gardens.

Each of these divisions is to be discussed separately.

The functions of the Works Branch are carried out under the control of the Chief Horticulturist, Works, who forms part of the executive staff of the Department. The Chief Horticulturist is:

i) Directly responsible to the Deputy Director.

ii) To act for the Deputy-Director in his absence from duty when required to do so.

iii) To co-ordinate the activities of his divisions of the Department and co-ordinate mechanical equipment of his divisions and control seed and plants requirements.

iv) Submit capital and revenue requirements of his Sub-Branch.

v) Advise divisional horticulturists on development of new facilities and amenities and programme their introduction.

vi) Co-ordinate staff inter-changes between divisions in his sub-branch, interview or assist in the interviewing of prospective employees and control and discipline of staff in the branch.

vii) Liaise with other departments in respect of matters concerning the branch.

- viii) Represent the Department at inter-departmental and various other committee meetings, liaise with senior officials in the Department and attend departmental, and management meetings.
- ix) Prepare contract documents and supervise the works entailed therein.
- x) Liaise with the Chief Horticulturist (Services) regarding the implementation of the capital works programme.

2.3.1.4.1 Geographical Divisions¹³

The horticultural divisions, geographically divided into the northern, central and southern divisions, are all headed by a Divisional Horticulturist. These heads of divisions take on the same function in every district and perform similar tasks in the execution of their duty although their individual geographic districts differ in respect of the following:

- i) Topography.
- ii) Amount of developed and undeveloped open space.
- iii) Cultural variety of residents.
- iv) Density of population.
- v) Socio-economic status of residents.
- vi) Recreational needs of communities.

The duties and responsibilities of every Divisional Horticulturist are as follows:

- i) To be responsible directly to the Chief Horticulturist (Works).
- ii) Administration of all horticultural activities including the control of public parks, open spaces, recreation areas, and landscape features within a geographical boundary of the Department.
- iii) To introduce horticultural improvements into public parks, open spaces and road reserves within the defined division and to be responsible for the development, supervision and management of proposed allotments in residential communities.

- iv) To conduct investigations into matters relating to the development, operation and maintenance of the defined division and to submit reports when required to.
- v) To be responsible for the control and discipline of staff as may be allocated to him.
- vi) To liaise with other departments in matters affecting his division and to liaise with the Assistant Manager (sport and recreation) on matters relating to the use of recreation areas.
- vii) To interview members of the public, public representatives and to attend meetings as directed (in this case the monthly meeting of divisional horticulturists) on general management, aimed to co-ordinate duties and goals of the Department and to avoid duplication.

The development of open spaces in a division is based upon a three year programme where all parks, open spaces and sportfields are set out for development. The planning and horticultural design of these facilities are done predominantly by the divisional horticulturists, in conjunction with the local affairs committees, which from time to time feed information concerning their recreational and open space needs via the City Council to the Department of Parks, Recreation and Beaches. In the traditionally white areas open spaces have predominantly been taken up by development but in the traditionally Coloured and Indian areas there is still a lot of undeveloped open space i.e. in Chatsworth (Southern), Newlands and Phoenix (Northern).

The planning of recreation grounds and open spaces is tightly governed by the annual budget. As far as sportsfields are concerned development is considered on request from the community in the form of the local affairs committees, but if this information is lacking, the planning is done on own initiative without any input from the community in which the developments are done. The planning and development of recreational facilities and open spaces are

done on a list of priorities, where it is proposed to have a well balanced scheme of provision. For example, the priority for the Durban City Council in recent years has been the development of housing schemes for Coloured and Indian citizens as well as Blacks. Consequently such development will also direct the planning activities of the respective divisions to provide the accompanying facilities. Approximately 100 ha of parkland per division is developed every year, apart from the sportsfields. Planning of the actual work is put forward on a capital programme where an estimate of the total expenses is made for the development of every facility.

The development of every facility is subdivided into facets which include activities like-

- i) clearing the undergrowth or bush;
- ii) grading and levelling the area;
- iii) construction of buildings or facilities or supervising construction which is done on a contractual basis; and
- iv) landscape design and development and planting of grass, trees, shrubs and flowerbeds.

The horticulturist in charge of the development regulates and supervises all the activities and is responsible to plan ahead the requirements for the developing facility such as-

- i) programming of activities;
- ii) the utilisation of labour; and
- iii) the acquisition of or the placing of orders for equipment, plant material, fertilisers and so on.

Apart from the capital expenses, provision is made annually for the maintenance of the facilities and a maintenance programme is carried out by the respective horticulturist in his area. The horticulturist has to plan ahead in order to determine the estimated figure for the following year's operating expenditure. This planning includes aspects such as the estimation of plant material requirements, mechanical

equipment, labour and sundries. All this information is compiled and sent to the divisional horticulturist who in turn compiles the overall budget for his division and coordinates the requirements of his division.

2.3.1.4.1.1 Northern division¹⁴

The boundaries of the northern division include areas such as Newlands, Phoenix, Durban North, Duilserfontein and part of Berea North. The whole of the Northern area is further sub-divided into units which are the areas allocated to the horticulturists under the control of the divisional horticulturist. The northern division is divided into two sections, namely

- White residential areas; and
- Indian and Coloured Areas.

Because of the distances between these two sectors in the division it was decided to divide the area and place an assistant in control of each of the areas directly responsible to the divisional horticulturist.

The headquarters of the Northern Division is situated in the Stamford Hill community area. Considering the size of the Phoenix and Newlands area it was decided to have a depot at the Clayfield community area. The divisional horticulturist is responsible for the Newlands and Phoenix areas, where he has a parks assistant and a horticulturist respectively who assists him in his duties. It is the policy of the Department to train and appoint people to serve in their own communities. In the white area of the Northern Division the development and maintenance is done by three horticulturists who serve the following areas-

- The Beachfront;
- Stamford Hill and surrounding areas; and
- Japanese Gardens and surrounding areas.

Generally, the horticulturists undertake intensive maintenance and landscaping as well as the planning of work and selection of plant material, whereas the parks assistants undertake general maintenance within the areas under the supervision of the Divisional and Assistant Divisional Horticulturist.

2.3.1.4.1.2 Central Division¹⁵

The boundaries of the Central Division include areas such as the southern part of Berea North, Berea South, Umgeni South and Springfield flats.

The headquarters of the central division is situated at Mitchell Park, one of Durban's most famous parks, from where most of the activities of the division are monitored.

The division is controlled by a Divisional Horticulturist with an Assistant Division Horticulturist to assist him. The division is further subdivided into areas which, like the other divisions, are controlled by horticulturists-

- horticulturist - Mitchell Park, with a supervisor for the Aviaries and a Park Assistant for the adjacent Jameson Park, to assist him in his duties in the area;
- horticulturist - Berea Park who has a Park Assistant assisting him with the whole of the Berea area;
- horticulturist - Bulwer Park with a Park Assistant;
- horticulturist - Northern Indian Areas with a Park Assistant; and
- two park assistants controlling the western freeway and Brickhill road. Park assistants specialise in construction of landscape features in all the divisions of Durban.

It must also be stated that every division maintains a system of park-policeman known as park rangers, embodied by certain powers according to the by-laws of the Durban

Municipality, with a duty to maintain law and order in the public parks and open spaces. The park rangers report directly to the Park Inspector of every district who in turn reports to the Divisional Horticulturist.

2.3.1.4.1.3 Southern Division¹⁶

The Southern Division includes the following areas: Bluff, Merebank, Montclair, Chatsworth, Yellowwood Park and Old Line Suburbs.

The headquarters of the Southern Division is situated at Albert Park, one of Durban's oldest and most popular parks. From here horticulturists in their respective sections receive guidance and instructions as to their responsibilities and action to be taken in regard to their daily duties. This, of course, applies to all horticulturists in all districts.

The Southern Division, similarly to the other divisions is controlled by a Divisional Horticulturist with an Assistant Horticulturist directly responsible to him. The district has the following areas allocated to the supervision of horticulturists-

- Medwood Gardens and Victoria Embankment the horticulturist has a Park Assistant working in this area, another to adhere to the Congella area and a Park Assistant in Albert Park, Botha Gardens and surrounding areas;
- Woodlands and Montclair area;
- Bluff;
- Hillary area;
- Chatsworth - the horticulturist has a Parks Assistant in this region; and

- park assistants control the Merewent area and the Southern Freeway and there is a Park Assistant who aids in the construction of landscape features, and a Park Assistant in control of the sportsfields in this area.

It should be stated that these three divisions in the city operate autonomously and independently with their own budgets and that each of these divisions are equal to a parks department in any large town as each division is self-sufficient and undertakes all the work required except the maintenance of street trees which falls under the aegis of the Verge Maintenance and Development Division. With some 4 200 ha of land under the control of the Department the size and scope of each division is evident.

2.3.1.4.2 Production and Display¹⁷

There are seven major nurseries which fall under the Production and Display Section, which forms the main line of activity in this division. These nurseries are the main suppliers of plant material to the districts and other sections or departments. The production and display division is responsible for all plant production and the provision of decor at all civic functions in addition to providing container plants, currently in excess of 9 700, in the offices of all departments of the Durban Municipality.

The production and display officer is directly responsible to the chief horticulturist (workers) and:

- i) Responsible for the design, execution and maintenance of all floral decorative work in civic halls to the mayoral suite, public offices, municipal and other buildings as required.
- ii) Responsible for the purchase from time to time of decorative material and the acquisition of new species of indoor decorative plants, from nurseries in both South Africa and overseas.

- iii) To liaise with the Mayoral Secretary and other departmental officials in matters relating to the work falling under his supervision and to interview members of the public, representatives of public bodies and to attend to meetings as directed.
- iv) To be responsible for the management of the seven nurseries.
- v) To be responsible for the development of any new nurseries which may be required and the control and discipline of such staff as may be allocated to him.
- vi) To liaise with other departmental divisional horticulturists in respect of their seed and plant requirements and to propagate and make available at the appropriate time all plant requirements of the department.
- vii) The production and display officer also assists the chief horticulturist (works) in arranging the purchase of the seed and plant requirements of the department.

The Production and Display Officer also has an Assistant Divisional Horticulturist to assist him in the execution of his duties and act in his absence. There is also a florist whose task is laid down as preparing the floral decorations and arrangements which are staged in the places mentioned above.

2.3.1.4.3 Natural Areas¹⁸

The natural areas division was created in 1982 and is currently responsible for the operation and maintenance of in excess of 500 ha of natural areas, i.e. nature reserves and river courses in the city.

This division was created so that the natural areas could be looked after, not neglected, and to rescue these areas from the ever increasing invasion of exotics and the pressure of development. These areas are currently being cleared of invader plants and undergrowth and a policy of conservation

together with constructive development to facilitate recreational goals are followed. The two areas on which attention are focused are:

- i) Pigeon Valley: is situated at the southern end of the Berea Ridge, near Howard College (University of Natal - Durban Campus). The area is conserved for its rare and highly localised population of "Celtis Mildbraedii (The Natal Elm) and many other indigenous tree specimens. Its size is 13,10 ha.
- ii) Burman Bush: Burman Bush is situated in the Stamford Hill/Morningside Region with a size of 85,98 ha. This area has been declared a nature reserve. It is currently being cleared of exotics and invader plants and an attempt is made by the department to keep the area fenced at all times and to ensure that-
 - all dumping and refuse in the area ceases;
 - non-indigenous plants spreading throughout the area;
 - promote recreation in the form of educational and pleasure walks in the area is promoted; and
 - constant advice of plant ecologists, ornithologists and other experts is sought.

By keeping to this policy in all natural areas, the planned development will be of benefit for the land, flora, fauna and for man. The areas have been neglected in the past, but drastic action is being taken to prevent further deterioration. It has been proposed to create links with all natural areas in the Durban Metropolitan Region¹⁹ to ensure that future generations will be able to see the environment as it was before man intervened.

The Horticulturist (Natural Areas) is directly responsible to the Chief Horticulturist (Works).

2.3.1.4.4 Botanic Gardens²⁰

Of the many hectares of developed parkland in Durban, the oldest and largest park area is the Botanic Gardens. It is known throughout the world for its plant collections especially palms, orchids, bromeliads and cycads. Together with the grounds at the historic Old Fort, this small unit has a very high profile.

The 20 ha acquired in 1849 consisted for the most part of virgin coastal bush with a small swampy area adjacent to "Curries Fountain" from where Durban's water supply was drawn in the early years. Botanic Gardens, through the years of development, has withstood the various vicissitudes and lean economic times of earlier years and today not only provides a superb passive recreation area but contains extensive horticulturally important plant collections. The collection of tropical and sub-tropical trees from all parts of the world is unique in South Africa and some of the trees are among those originally planted 75-100 years ago. For the botanical student there is a comprehensive collection of flora and a representative variety of trees and plants with productive uses such as timber, fibres, gums and medicines. There is a growing public interest in the Bromeliad Garden, part of a collection of 150 Bromeliad species and hybrids. The orchid selection of about 8 000 plants is the largest municipal collection of orchids in South Africa and the *Plumeria* collection (generally known as frangipanis) has become an important attraction in the Botanic Gardens. When in bloom the Orchids and Bromeliads are transferred from a nearby nursery to a tropical and naturalistic setting in the orchid display house.

The Botanic Gardens are managed by a horticulturist known as the Curator who requires specialised botanical knowledge, particularly with regard to a number of valuable collections of plants which are of great interest to the general public and visitors from other parts of the world.

In addition to being responsible for the development and maintenance of the Botanic Gardens and the historic grounds of the old Fort, the Curator's role includes the dissemination of horticultural and botanical information to the public and to visiting groups from specialised organisations and schools. It has consequently been accepted that his status and skills are in advance of a Senior Horticulturist, therefore placing him on a higher grade. The Curator is to:

- i) Be directly responsible to the Chief Horticulturist (Works) and himself responsible for the general supervision and control over all matters relating to the development and maintenance of the Botanic Gardens, the Old Fort Grounds and any similar specialised areas within the city.
- ii) Be responsible for the drafting of correspondence to other botanical institutions, parks and recreation departments or similar authorities regarding the introduction of new plant material.
- iii) Compile reports when required to do so, on matters of botanical or horticultural nature and maintaining the departments orchid collection and display houses and other specialised collections of plants.
- iv) To advise other officers of the Department on the best use of plant material and maintaining records of this where required, the cataloguing of new plant introductions and maintenance of specialised plant collection records.

An overview is given pertaining to what has been discussed so far with regard to the Parks Branch. The Parks Branch, which is referred to as the major branch, consists of three branches each with its own divisions. These branches and divisions cover the whole spectrum of the horticultural work undertaken in the city from landscape construction and horticultural maintenance to the maintenance of plant and

equipment. Within the works branch of the three main divisions are the three geographical divisions in the city which operate autonomously with their own budgets.

These divisions are equal to a parks department in any large town as each division is self-sufficient and undertakes all the work required except the maintenance of street trees. This falls under the aegis of the Verge Maintenance and Development Division which was especially established because these geographical divisions were not able to handle this function due to the vastness of the boundaries of the city. With some 4 200 ha of land under the control of the department, the size and scope of each division will be evident.

The Verge Maintenance and Development Division is responsible for the maintenance of all unmaintained road verges totalling some 4 690 000 m². In terms of Council policy, the verges receive 3 cuts during October - June, and the bulk of this work is undertaken by private contractors. All maintenance work to street trees, tree surgery, pruning to keep branches clear of overhead power lines and removal, when necessary is undertaken by this division and it has in excess of 400 000 trees under its control.

The Production and Display Division is responsible for all plant production and the provision of decor at all civic functions in addition to providing container plants, currently in excess of 9 400 in the offices of all departments. Seven nurseries fall under the control of this division.

The Natural Areas Division was created in 1982 and is currently responsible for the operation and maintenance of in excess of 500 ha of natural areas, that is, the nature reserves and river courses in the city. It is proposed to create links with all natural areas in the Durban Metropolitan region to ensure that future generations will

be able to see the environment as it was before man intervened. The medicinal plant nursery is also under the control of this division. Durban's Botanic Gardens is known throughout the world for its plant collection especially palms, orchids, bromeliads and cycads. Together with the grounds at the historic Old Fort this small unit has a very high profile.

The Department is very conscious of its Loss Control Programme and this is implemented in close co-operation with the mechanical maintenance function. The workshops are responsible for the repairs of all plant and equipment and the operation of the transport fleet which has in excess of 130 vehicles.

The Landscape Planning and Design Branch is under the control of the Landscape Architect who has a staff of qualified personnel but at this point in time a number of vacancies exist. All landscape proposals are initiated in this division, detailed designs and estimates are prepared and all contracts controlled. The department has privatised or contracted out work for over a decade but it is still expensive for the department to maintain the horticultural aspect. Perhaps it should privatise more.

It has also become apparent that the City of Durban has a variety of parks, gardens and natural areas to meet the needs of its inhabitants mentioned in the previous chapters dealing with the types of parks, and that the parks cater for a variety of age groups.

2.3.2 Recreation and Services Branch

The Services Branch administration, personnel and training are responsible for the efficient control of the Department, the handling of all personnel matters and the important function of training.²¹

2.3.2.1 Technical liaison²³

Technical Liaison Branch provides support to all branches of the department. This Branch basically handles the following functions:²³

- i) Public relations - liaison with public on various matters, handles complaints, public queries, garden clubs and civic bodies, liaison and addressing various specialist organisations involved with education and standard programmes.
- ii) Investigations for, preparation of and monitoring departmental brochures, guides and related publications.
- iii) Library administration and control of library and classification of photographic material.
- iv) Investigate for, prepare and control monthly technical information sheets.
- v) Reports, letters and telephone queries.
- vi) Complete departmental annual reports, mayoral minutes, synopsis.
- vii) Attendance at meetings as assigned.
- viii) Preparation and control of maintenance contracts e.g. waste services and grass cutting and garden maintenance.
- ix) Statistical synopsis of the Department.

Generally, the function of this Department is to provide a liaison service to all horticultural and arboricultural functions of the Department and the City.

2.3.2.2. Administration²⁴

The Administration Branch consists of two sections namely , General Administration constituting the Cemeteries Section and Departmental Accounting.

2.3.2.2.1 Finance/Accounting Section

The accounting function is one of the major activities in this Section. The accounting and financial aspects are handled by the City Treasurer's Department and it has seconded officials to the Parks, Recreation and Beaches Department, i.e. Senior Accountant, Accountant, Trainee Accountant and a Grade One Clerk. These functionaries are directly accountable to the City Treasurer's Department and not to the Parks, Recreation and Beaches Department.

The Parks, Recreation and Beaches Department is the third largest in the municipal service. A statement of the budget details for 1989/90, which is as follows, is indicated.²⁵

Parks Operating Budget	89 275 500
Total Budget for City	1 239 904 600
Parks Budget 7,2% of total	

Parks Capital Budget	27 471 500
Total Capital Budget for City	324 265 640
Parks Budget 8,4% of total	

Breakdown of Parks Operating Budget into main sections

Ocean Beach and Public Pools	22 878 000
Parks and Recreation Grounds	37 335 000
Cemeteries	2 873 000
* Sporting Facilities	26 190 000

Of this sum only R11 285 000 appertains to sporting facilities under the department's control while the balance is for inter alia loans, sporting bodies, associations and clubs, etc.

Breakdown of Capital Budget:

Beaches and City Greening	12 332 000
Ocean Beach and Public Pools	3 475 000
Sporting Facilities	1 110 000
Parks and Recreation Grounds	7 216 500
Natural Areas	355 000
Cemeteries	250 000
Vehicles	1 026 000
Plant and Equipment	1 707 000

Income

Parks	143 310
** Recreation	1 693 820
Beaches/ Pools	392 750
Cemeteries	981 380
	<u>R3 211 260</u>

** Breakdown of main contributors:

Windsor Park Golf Course	595 000
Papwa Sewgolum Golf Course	168 000
Bowling Greens	23 000
Interest on advances to Sporting bodies	740 000

The above details indicate the expenditure and income of the City of Durban with regards to the Parks, Recreation and Beaches Department for the 1989/90 financial year. The department is the third largest in the council with only the city engineer and city electrical engineer being bigger. In terms of the stated goals of the department as mentioned earlier, and the multi-disciplinary nature of the department, it becomes evident that the department provides a wide array of services. This is not reflected in its income and expenditure and the fairly limited budget that it has at its disposal.

2.3.2.2.2 General Administration and Cemeteries Section

The General Administration Section is headed by the Principal Assistant-Administration and generally deals with the following functions-

- i) general departmental administration;
- ii) typist pools;
- iii) secretarial;
- iv) maintaining staff records;
- v) cemetery management;
- vi) administration and control; and
- vii) material requisition.

In addition, there are general administration functions which are performed by staff in the other branches and which do not fall under the direct supervision of the principal assistant, but the Administrative Branch has to oversee these functions to ensure proper control and to maintain proper keeping of records. For instance the Recreation Branch has its own clerk who does work related to staff and accounts. The workshop does all job costing of repairs and retains stock for all the equipment that has to be prepared, valued at ± R80 000. Similarly, other revenue producing sections in the Department perform these functions to ensure that efficient financial controls are possible.

The administration of the cemeteries is a function that fall under the supervision of the Principal Assistant with a Cemetery Keeper responsible for the basic administration of this branch. There are about 17 cemeteries and the horticultural maintenance work is undertaken either by the Parks Branch or the contractors. The area of land for cemeteries is in excess of 150 ha. and the crematoriums is operated by private enterprise on land leased from the Council.²⁷

The General Administration Branch, incorporating the Cemeteries Section, assists the executive with the administration of the department and also controls the recep-

tionists, typist pools, records clerks, administration and control. The section also deals with the cemeteries in so far as the administrative areas in terms of burials and grave maintenance fall. Overall this section provides a very important control function in terms of co-ordinating the administration functions of other branches but this could be centralised.

The financing and accounting section play a key role in the department. Fiscal administration is concerned with the management and control of all revenues received by the Parks Recreation and Beaches Department from taxes, fees, private donations or other sources and utilised in the operation of the department. The custody of such funds is delegated to specific officers who are responsible to the public. This is to protect the funds from misuse, embezzlement and fraudulent misappropriation and to expend them prudently for the purposes for which they have been appropriated in this instance, for the most economical and efficient conduct of parks and recreational services.

The accounting function is one of the major activities in the section. The accounting and financial aspects are handled by the City Treasurer's Department and they have seconded officials to the Parks, Recreation and Beaches Department who are directly accountable to the City Treasurer's Department and not to the Parks, Recreation and Beaches Department: However, the Director has an overall accountability in financial planning for parks and recreational facilities.

The Parks, Recreation and Beaches Department is the third largest in the municipal service and operates on a fairly small budget in comparison to the other departments. The total budget of the department amounts to approximately 8.5% of the total budget of the City of Durban. Durban's financing is done through the item budgeting system.

The whole financial procedure adopted meets the requirements in terms of sound financial principles and tenets, namely that there has to be-

- i) authorisation;
- ii) spending;
- iii) enforcement of accountability;
- iv) regularisation by condonation of the imposition of penalties.

But with the secondment of officials certain key financial decisions could be delayed because the City Treasurer's Department also have to be consulted.

2.3.2.3 Personnel²⁸

Personnel refers to the provision of staff and the utilisation of staff. The Durban Municipality has a Municipal Service Commission which is organised on the same basis as the Commission for Administration in the South African Public Service. The Municipal Service Commission is the Central personnel authority on personnel matters guiding and controlling the 17 departments including the Parks, Recreation and Beaches Department.

In accordance with the regulations of the Durban Municipal Service Commission, the classification and standardisation of job titles is essential to effective organisation. It provides a basis for defining responsibilities clearly, having comparable salary levels for comparable qualifications or job demands and establishing a career ladder with ample opportunity for promotion. Classification systems represent a plan through which all jobs are defined and fitted into an organisational chart or a personnel structure.

The Department hires an amazing variety of workers, some in specialisations that would appear to have little to do with parks and recreation as such. It would be a mistake to think of all these job categories as representing specialised

professional employment in parks and recreation. Each position is identified as to a class²⁹ or a grade. The heart of the personnel in the Parks, Recreation and Beaches Department is that group of employees directly concerned with the administration of park and recreation services. This group of personnel could be distinguished by means of specific training obtained in park and/or recreation administration. A breakdown of the total number of staff employed by the Department as at 20 February 1991 is indicated as follows:³⁰

Total no. of staff	2 179
Graded	432
(Seasonal or short-term temporary)	42
Non-graded	1 747
(Seasonal or short-term temporary)	173

The chief of the department is the Personnel Officer who is assisted by a Senior Staff Assistant and six clerks. The functions of this Department are as follows:³¹

- i) Industrial relations - liaise with trade unions, ensure regular meetings with the Black Advisory Liaison Committee, keep the work force informed about developments and communicating with management.
- ii) Recruitment - advertising, short listing, interviewing, selecting of suitable applicants to meet needs of the Department.
- iii) Job evaluation - involved in setting grades for new jobs and reviewing and regrading old jobs and updating job descriptions.
- iv) Discipline - ensure fair and consistent discipline is applied throughout the Department. Attend to hearings, write letters and reports related to discipline.
- v) Grievances - ensuring that the channel for grievances exists, attend and arrange hearings assisting in resolving the problem.

- vi) Welfare - undertake an Employee Assistance Programme (EAP) where the job performance is adversely affected by personal problems assistance must be given to employees i.e., in the areas of financial, marital, mental, other health, alcoholism and drug abuse problems.
- vii) Manpower planning - assist with planning for the future including possible areas of reorganisation within the Department. Preparation of staff estimates for new posts and current posts for each financial year in the budget.
- viii) Statistics - providing statistical information relating to staff matters for example, staff absenteeism.
- ix) Administer pay and leave section to ensure that \pm 2000 staff members are paid - computerised payroll.
- x) Management and control of all staff related matters.

2.3.2.3.1 Training³²

The Training Division is headed by a Training Officer and this Division is responsible for the in-house training of staff from the executive to the labourer. For the last-mentioned category the 12 week literacy courses are of particular importance. Some of the other functions undertaken are:

- i) Correlating and editing the Department's newsletter.
- ii) Presenting public educational lectures in conjunction with the Institute for Parks and Recreation Administration.
- iii) Providing a service to other smaller local authorities.
- iv) Broadening the base of the training function by trying to match and determine the Department's future needs, e.g. first batch of trainee students taken in nature conservation.
- v) Providing updated literature on horticulture and techniques that are of interest to the profession.

- vi) Employee orientation and induction which takes the form of a series of lectures outlining the Department's function, service and organisation structure, the employee and the personnel function and benefits obtained/available through the Department's employ. In addition, undertake a guided tour covering a cross-section of the Department's service including nursery production, cemetery function, a swimming pool, major regional depots, intensive ornamental parks, natural areas section and recreation facilities.

One of the other functions is to monitor the progress of the pupil horticulturist and conservationist. This is by making sure that they have served their pupilage and that their promotion to horticulturist is subject to verification of 18 month's satisfactory practical work, satisfactory in service training requirements and the passing of an external practical examination administered by the Institute of Park and Recreation Administration. It is the training officer's duty to ascertain the above and at the same ensure that they do the correct courses at the technikon, as there are a number of diplomas that are offered, for instance National Diploma in Horticulture, National Diploma in Parks and Recreation Management.³³

The Personnel Branch executes a wide array of services including industrial relations and welfare guidance, both of which are specialised functions and require people well equipped to undertake these functions. However, the department seems to be functioning effectively considering the variety of workers that it employs, some in specialisations that would appear to have little to do with parks and recreation. Another aspect is that some of the executive functionaries seem to have been trained in horticulture and appear to lack administrative expertise.

The Training Division provides a number of other functions as mentioned previously. One of the most important functions is to monitor the progress of the pupil horticulturists and conservationists. What is lacking though, is that there are no pupils in parks and recreation management and no further studies are undertaken. These are issues that need to be redressed.

2.3.2.4 Recreation³⁴

The Recreation Branch embodies one of the department's major functions, to formulate policies in regard to recreation, to control and stimulate the optimum use of amenities and to ensure an adequate provision for the future and satisfy the demands arising from new sociological trends. It is, however, an ongoing challenge to provide an organisational structure and staff establishment capable of effectuating these policies.

The Recreation Branch was created due to the need for co-ordination and stimulus of recreation. The wide dissemination of duties of the varied facets of the recreation function was distributed throughout the department resulting in a total lack of co-ordination in recreation management.

In general, all race groups are becoming more affluent and better able to take advantage of recreational opportunities when they are provided. Many people, however, fail to make use of amenities or misuse them because of lack of guidance and stimulation. The Department's function is not only to establish these amenities, but to provide the catalyst which encourages the community to use them in a full and fruitful manner, thereby making a substantial contribution to eliminating some of the sociological problems which are generated through idleness or misdirected activity. There is also an urgent need to improve relationships between private sporting bodies and the City Council by introducing liaison on a realistic and knowledgeable basis. This can best be

achieved by qualified recreationalists who are capable of addressing the various issues and perceptions that are encountered.

Thus, all recreational matters are embodied in one specialised branch - the Recreation Branch. The activities of the Recreation Branch fall broadly into two categories, each of which is supervised by an official of divisional status, i.e. Manager of Bathing Amenities and Sport and Recreation. In terms of budget and staff the major section of this branch is responsible for the operation of all beaches and swimming pools and the administration of all recreation amenities. The headquarters of the Recreation Branch is situated on the south beach foreshore, from where all activities are monitored, and where the two managers, Recreation Officer and clerical staff have their offices.

2.3.2.4.1 Bathing Amenities³⁵

The Bathing Amenities Division is subdivided in the Life-guard Service Administration and field function subsections. The amenities which fall under this Division are the beach areas and the swimming pools.

2.3.2.4.1.1 Beaches

The Bathing Amenities Division is responsible for the control of 25 km of coastline stretching from the Isipingo River to Umhlanga. Within this coastline there are eleven beaches and extensive patrol areas where life-guards are on duty everyday of the year: The life-guard complement is 57 as at December 1990.

The life-guards play an important role, because in the long run, people enjoying the facilities of an open sea can do so with the knowledge that a competent life-guard service is on duty. A wide variety of equipment is used by these men and women and is constantly being kept up to date. In addition,

the major bathing areas are protected by shark nets. The presence of these nets are also an important contribution towards the safety of bathers.

Beach maintenance occupies an important position as a clean beach is necessary to satisfy the many thousands of visitors and holidaymakers who frequent the beach. Undertaken by a beach maintenance supervisor and a substantial staff, the beach cleaning programme commences early on each day of the week.

Law enforcement is also of importance as the public must be protected from the undesirable elements that do exist. There are 28 amenities inspectors who are directly responsible to the Senior Beach Inspector.

The Division also assists the Department of Environment Affairs, in the defrayment of oil pollution. A report is recorded from each beach every day and submitted to the authority concerned. Various personnel are employed to man beach facilities such as change rooms, lockers and the safekeeping of valuables.

2.3.2.4.1.2 Swimming Pools

The Department operates the Kings Park Olympic Swimming Pool, the Rachel Finlayson Pool, 15 district pools, six paddling pool complexes and one tidal pool with a complement of 45 pool supervisors and their supporting staff.

Apart from normal locker and change room facilities the public can enjoy hot or cold sea water baths at a nominal charge. Each pool has sufficient staff to attend to public needs. The staff fall under the control of a pool supervisor who is qualified in lifesaving, first aid and the running of a filtration plant.

Administration and control of all these facilities is a major task. To assist in the running thereof the division employs three field supervisors under the control of a Senior Supervisor. These men are constantly on the move, visiting the various facilities to ensure the smooth running thereof.

As a nominal charge is made for entry into pools and for the use of lockers, it is necessary to collect and bank cash. This is attended to by a Chief Cashier who is responsible for this task. No admission charges during May-September are levied because of the low attendance during the winter months which does not justify a teller at the swimming pool entrance. A feature of the public swimming pools in Durban is that they are open throughout the year.

2.3.2.4.1.3 Miscellaneous

The City Council amended its beach by-laws to provide for separate defined bathing and surfing areas. This was done as a result of the ever increasing surf-board riding which is dangerous to bathers. The designated areas ensure uninterrupted recreation for both bathers and surfers. Surf board riding has become very popular and as a result, numerous clubs have been formed. Competitions are held on the Durban beaches subject to conditions laid down by the Recreation Branch. International surfing competitions have been one of Durban's most popular events.

Holiday periods are a time for entertainment as well as recreation. The Little Top situated on the sand at South Beach is used regularly for this purpose and is run by the Durban Publicity Association in conjunction with the Recreation and Services Branch. The control of waiters and hawkers along the beach area is another function of the Branch and ensures that the public is able to purchase refreshments at laid down prices without being harassed by too many sellers.

Finally the duties and responsibilities of the Bathing Amenities Manager are as follows:³⁶

- i) Management and co-ordination of the activities of the bathing amenities division.
- ii) General administrative duties which would include: preparation of reports, correspondence, supervision of the financial control, preparation of the draft revenue and capital estimates in conjunction with the Senior Assistant.
- iii) Supervision and control of staff through the various section heads.
- iv) Control of the efficient functioning of beach maintenance and beach cleaning services so that standards of cleanliness are maintained.
- v) To ensure proper maintenance of buildings, equipment and facilities within the Bathing Amenities Branch.
- vi) To ensure that lease conditions relating to concessions in beaches and swimming pools are observed.
- vii) Prepare specifications and designs for recreational equipment in pools for the approval of the Assistant Director.
- viii) To control and co-ordinate the use of facilities within the Bathing Amenities Branch, programme their optimum use and ensure all facilities are maintained to a high standard of cleanliness and hygiene.
- ix) Liaise with sporting bodies, the public and members of other departments as required.
- x) Attending meetings as directed by the Assistant Director.
- xi) Deputise for the Manager (Sport and Recreation) in his absence and any other duties as may be assigned.

2.3.2.4.2 Sport and Recreation³⁷

In modern society sport has become a highly sophisticated science and its importance to the welfare and development of a nation in a social and political sense is nowhere else so pronounced as in South Africa. Sport and fair competition know no boundaries. The Recreation Branch of the Parks, Recreation and Beaches Department, its service and function is little known or recognised in its total context. For the resident/ratepayer or tourist/visitor "it is only by analysing overall facts that we can as a total local government department of our kind measure its magnitude as a vital branch of the department". One could state that recreation must help to meet certain basic human needs otherwise it will not be satisfying and that it must contribute to the socialisation of the individual or else it will not be socially desirable. The aim of the Branch is thus to ensure that certain basic human needs under a number of categories are met and that continuing satisfaction exists. Recreation within the Durban area continue to be in demand and the development of sports grounds, playgrounds, parks, beaches and any other amenities is a never ending function necessary to meet the demands of all levels of society, be it on an active or passive basis.

2.3.2.4.2.1 Sports Fields

The Sports Fields Division deals with 131 sporting associations and processes around 80 seasonal applications annually as well as receiving around 6-8 applications daily for the use of facilities i.e. approximately 140 applications per month.

In order to satisfy everyone a number of recreation grounds have been constructed throughout the city by the Council and are in use. These grounds and venues include about 127 soccer fields, 52 cricket pitches, three bowling greens, various netball, volleyball, jukskei, softball/baseball, tennis, hockey and rugby fields as well as some 30 parks for

organised passive recreation events. In addition, the Recreation Branch controls the major sporting stadia such as the Kings Park Stadium, K.P. Athletic Stadium the Cyril Geoghegan Cycling Stadium, Queensmead Hockey and Softball Stadium and the newly opened Chatsworth Sports Stadium.

The Kingsmead Stadium which is being upgraded for a crowd capacity of some 25 000 is used primarily for professional cricket. In close proximity to the stadium is the athletic stadium with the synthetic track. Athletics is a very popular form of recreation and this facility helps the public to a large extent.

In close proximity to the facilities mentioned is the Windsor Park Golf Course run by the Council. This has an attractive Par 72, 18 hole golf course as well as a popular Mashie Course with its rapidly growing patronage (886 000 in 1990). There is also the Papwa Sewgolum an 18 hole golf course in Umgeni South near Reservoir Hills. These courses at present carry possibly the heaviest load of any golf course in South Africa. That golf continues to be an ever increasing form of recreation is apparent in monthly attendance figures that never fail to impress.

2.3.4.2.2.2 General Recreation

The old pavilion site and the Amphitheatre are popular venues for exhibitions and shows and are available on a tariff basis.

Strict control is kept on organised recreation on the various fields to ensure that parties obtain their fair share of the use thereof. This control is achieved not only on an administrative allocation basis but also by enlisting the aid of inspectors who frequently patrol the various grounds. Effective running of all recreation facilities is also achieved by inter-departmental liaison to ensure immediate remedy of any problem that may arise. The use of

recreation grounds is not confined to sport alone as these venues are also given on application for, inter alia, music shows, exhibitions and community projects. Frequent use by schools which suffer due to their lack of their own sport fields is apparent.

In the case of Albert Park, Berea Park and Montclair Park, a combination of active and passive recreation exists and in these cases it is necessary to provide for both types of recreation. Good planning and effective maintenance is essential. The administration of playgrounds and playlots also forms part of the activities, especially the provision and design of playground equipment. The provision of trim tracks in major parks will commence soon being another facility under the wing of recreation.

While the various parks are provided mainly for passive recreation, various other uses under the control of the Recreation Branch take place. These include Sunday School picnics and organised braais. Use in this regard is subject to conditions in order to ensure proper control and to prevent, for instance, damage to plant life.

2.3.2.4.2.3 Sporting Clubs

Various sporting clubs throughout the city provide various forms of recreation for the public in general. The majority of these clubs are housed on land leased from the Council. Whilst the clubs are responsible for the construction and maintenance of these facilities, the Recreation Branch assists by providing information and guidance. In considering the general policy of provision, control and maintenance it is necessary to enunciate the principles involved:

- i) Sport and recreation are part of city life and communal living, and the City Council has a responsibility to its citizens at least to assist in the establishment and maintenance of such amenities.

- ii) The Council accepts this responsibility in relation to other aspects of community services as for example libraries, orchestra, swimming pools, beaches, public parks and recreation and amenities.
- iii) Organised sport should pay its way as far as it is able, but the cost of sport should not be so high that members of the public who are from the lower income groups are excluded from participation either as players or spectators.
- iv) Taking into account the fact that certain sports are better able to pay their way than others, because of the degree of support which they receive and other factors, the extent to which each code of sport and each project should receive financial or other assistance from the council should be determined by the principle of "ability to pay", although it is realised that this principle is more often than not difficult to apply.

Finally the duties and responsibilities of the Sport and Recreation Manager are as follows:³⁸

- a) Sporting and other facilities
 - i) Controls, administers and plans allocation of sportsfields, stadia, golf courses, amphitheatre and all facilities currently administered by the division.
 - ii) Accepts bookings and allocates grounds on either permanent, seasonal or occasional basis. Negotiates terms, conditions and changes where venue is being used for a purpose other than sport. Visits all sports arenas regularly.
 - iii) Liaises with supervisory staff on allocations and fixtures. Controls maintenance of all buildings and ensures standards of cleanliness and hygiene are maintained in liaison with relevant divisional staff.
 - iv) Liaises with divisional horticulturists on grounds maintenance.

- v) Responsible for the management control of non-horticultural and maintenance staff i.e.. administrative staff, caddie masters.
- vi) General administrative duties include preparation of reports, correspondence, supervision of the financial control, preparation of revenue, and capital estimates in conjunction with the senior assistant.
- vii) Ensuring that all relevant lease conditions are monitored and complied with.

b) Recreation

- i) Liaise with sporting bodies to advise and assist in any matters relating to recreation and promote the use of council controlled recreation facilities.
- ii) Attending meetings, conducting surveys and report on recreational facilities providing statistical information for departmental use.
- iii) Supervises and monitors the work of recreational officers and part-time staff so that departmental recreational policies are implemented.
- iv) Deputising for manager, Bathing Amenities, in his absence.
- v) Any such other duties as may be assigned.

The Recreation Branch embodies one of the Department's major functions, to formulate policies in regard to recreation, to control and stimulate the optimum use of facilities and to ensure an adequate provision for the future and to satisfy demands arising from new sociological trends.

The Recreation Branch consists of two important divisions namely Bathing Amenities and Sport and Recreation. The question could be asked why beaches are included in the name of

the Department. As the director of the department has stated, it is because the beaches are a major aspect of the recreational service of the branch in terms of the amenities and because of this it became part of the name of the department.

Generally, though all race groups are becoming more affluent and better able to take advantage of recreational opportunities when they are provided. Many people fail to make use of them because of lack of guidance and stimulation. The departments function not only to establish these amenities but also to provide the catalyst which encourages the community to use them in a full and fruitful manner, thereby making a substantial contribution to eliminating some of the sociological problems which have become quite serious at times.

The divisions of the Department are generally seriously understaffed at a senior level and this issue needs to be redressed. The Bathing Amenities Division is sub-divided in the Life-Guard Service Administration and Field Function Sub-section and the amenities which fall under this division are beach areas and swimming pools. This division is responsible for the control of 25 km of coastline stretching from the Isipingo River to Umhlanga.

The beaches have to be constantly kept clean as the city is a tourist attraction. There are law enforcement officers to deal with the undesirable element that does exist. This has become a problem because due to the political situation there are large numbers of vagrants and hobos sleeping on the beach. The law enforcement officers also undertake the operation of the swimming pools and help to facilitate competitions regarding surfing.

The Sport and Recreation Division provides a number of functions mentioned previously, deals with a number of sporting associations and provides for numerous sporting facilities and grounds that have been constructed by the Municipality and that are in use in the city. Liaison on a realistic and knowledgeable basis needs to be introduced. Nevertheless the Recreation Branch undertakes its responsibility in terms of the provisions of services to the public rather seriously. As stated in previous chapters with regard to the different types of recreational facilities, this becomes evident to from the extent of the department's undertaking and providing various park, recreational and sporting facilities. It becomes even more obvious and apparent in terms of the number of requests and applications handled daily and also in terms of the facilities provided for the various age groups. However an aspect that has not been mentioned is the need for recreation amongst the handicapped and physically disabled, which has been neglected as it has never been considered important. There is a realisation that the situation should be remedied and planners are taking this into consideration in terms of future planning for facilities.

3. Global Evaluation pertaining to the Parks, Recreation and Beaches Department

3.1 Role of Policymakers towards attaining the Goals and Objectives of the Parks, Recreation and Beaches Department

3.1.1 Central Government Level³⁹

As mentioned previously the legislative measures that dealt with the provisions of recreational facilities and amenities were based upon race. In South Africa not enough was done by the legislators and political office bearers in terms of providing recreational facilities for other racial groupings i.e. by ascertaining their recreational needs and desires.

This was due to the official policy of 'apartheid'. Legislation thus passed was based upon this philosophy, but this has subsequently changed.

In 1990 Parliament passed the Discriminatory Legislation Regarding Public Amenities Repeal Act, 1990 (Act 100 of 1990). Thus, the provision for apartheid in all public facilities including resorts, caravan parks, swimming baths, parks and gardens, town halls, buses, libraries and beaches was terminated on the 15 October 1990. This meant that the provisions of the Separate Amenities Act 1953 (Act 49 of 1953) were abolished in their entirety.

It is worth noting that the Separate Amenities Act, 1953 (Act 49 of 1953) contained some of the most cynical language ever written into apartheid legislation in our history. It states among other things that the reservation of an amenity for one race shall not be invalid merely because similar facilities do not exist for other races or are grossly unequal in nature. This language underlined the evil of apartheid.⁴⁰

In addition, the Discriminatory Legislation regarding Public Amenities Repeal Act, 1990 (Act 100 of 1990) also made provision for all public facilities under the control of local authorities and the provincial administrations to be open to all people irrespective of race, colour or creed. The implications of this Act meant that people who had previously enjoyed exclusively certain public facilities now have to share facilities with those who have never enjoyed or used these facilities. This new development calls for tolerance on all sides.

3.1.2 Provincial Government Level⁴¹

There are various ordinances that dealt with the provision of recreational facilities and amenities that were repealed, as mentioned earlier, by the Discriminatory Legislation

Regarding Public Amenities Repeal Act 1990 (Act 100 of 1990). It should be remembered that all provincial ordinances were framed in terms of the policy of apartheid. Thus, it was the task of the member of the Executive Committee in charge of Local Government to frame and devise legislation in accordance with the Government's policy. The principal ordinance dealing with the provision of recreational facilities is the Town Planning Ordinance of 1949 (as amended). As mentioned previously the package of plans for the Natal province also deals with the whole question of planning including planning for parks, recreation and beaches for local authorities in Natal.

3.1.3 Local Government Level⁴²

Local government exists as a true legislative body at the third tier of government subordinate to both central and provincial government. It has been stressed that local authorities should possess a degree of authority to make decisions and carry out functions of local concern.

There are a number of levels of administration and policy-making that are involved in approving any recreation facility application and to devise policies dealing with the whole question of amenities. Proposals for recreation facilities may be put forward by the relevant local affairs committees or by residents through their relevant city councillors. As far as the Coloured and Indian communities are concerned, they are represented by the four elected local affairs committees. As far as the Black community is concerned, the areas of Chesterville and Lamontville fall under the Community Services Division of the Natal Provincial Administration and the rest of the Black areas within the Durban Functional Region fall under the KwaZulu Government, but they can also use the facilities in Durban. For instance Kings Park stadium is indirectly leased by the National Soccer League from the Durban Municipality on behalf of soccer teams from Natal. The white community, of course, is served

by the elected councillors. Applications for the provision of recreational facilities are referred via the Town Clerk to the Director of Parks, Recreation and Beaches. If the Director of Parks and his department agree that the need for such a recreation facility exists he passes it on to the City Engineer, whose department checks to see whether or not the required land exists. If land is available the application is passed on to the Amenities Committee which discusses the application and may refer it to other consultative committees for comment before approval. Thereafter the application is submitted to the Management Committee (MANCO) for approval in principle. The application is then returned to the Director of Parks, Recreation and Beaches for further referral to the City Engineer's Department where detailed plans and estimates of costs are prepared and referred to the Amenities Committee for submission to MANCO. Once MANCO accepts the proposal it is submitted to the full Council for approval. If the City Council approves the application, funds are made available and the application is returned to the Department of Parks, Recreation and Beaches and the City Engineer's Department for implementation.

Generally, issues are dealt with on an ad hoc basis. Party-political affiliation of councillors does play a role at times. This became especially evident with the opening of the beaches, all amenities and recreational facilities of the City of Durban. In the Black residential areas the need for recreational facilities is acute and this can be attributed to various factors, such as socio-political and economic factors.

From the above outline it is evident that the procedure for the provision of recreation facilities for all population groups is very complex, often resulting in intervals of between two and four years between the application and the construction of the facility. A number of serious

deficiencies prevail in the administrative procedures for the provision of park and recreational facilities. These deficiencies include:

- i) complex procedures which are difficult to understand;
- ii) inadequate finance due to priorities shifting;
- iii) decision-makers who lack contact with applicant groups; and
- iv) communities that tend to be left without particular facilities, as they fall under various government created bodies.

3.2 Role of Municipal Employees towards attaining the Goals and Objectives of the Parks, Recreation and Beaches Department⁴³

As mentioned previously, the primary goal of the Parks, Recreation and Beaches Department is the provision of the 'best' possible environmental, leisure and cemetery services in a manner which minimises the cost and maximises the benefit to the ratepayers.

Everyone employed in the Department, from the labourer to the director, displays a positive attitude. Goods and services produced are regarded as being tangible. They are easily visible and it is possible to quantify and identify them. These services must be viewed with due regard to the limited budget vis-a-vis the city's budget i.e. approximately eight and a half percent of the total budget. The Department gives value for money to the citizens of Durban and strives towards excellence in work performance. It is apparent that the department's employees should be commended for the quality of the environmental and recreational services provided, albeit on a limited budget.

In addition, it can be stated that the department has attained world standards in terms of urban design, amenity and ornamental horticulture. This is indicative of the excellence in work performance of the department's employees.

3.3 Role of the Ratepayers⁴⁴

Ratepayers' associations express concern about the provision and maintenance of amenities and recreational facilities at regular intervals. A number of requests and incidents are mentioned hereunder pertaining to requests by ratepayers. The Woodlands/Montclair Ratepayers' Association has been fairly effective in terms of getting the Department to constantly monitor the overgrowth, verge maintenance and tree development in their area.

The Reservoir Hills Ratepayers' Association has made various requests to the Parks, Recreation and Beaches Department, e.g.

Request 1 - A request to repair the damage to the cricket practice nets in the Siripat Road Sports Complex caused by flooding.

Reply - "Regarding the flood-damaged cricket practice nets in the Siripat Road sports complex, it is proposed that prior to the cricket season some of the nets will be replaced".

Request 2 - Playgrounds in need of repair.

Reply - "Re-application by School Principal is still under investigation regarding the request for the Halpin Avenue - Sportsfield to be allocated to the school for extra curricular activities. Depending on the outcome, no repairs will be undertaken to the cricket nets until just before the cricket season".

The Newlands East Residents' Association requested a swimming pool to be built in their area. On the 14 June 1988 the Amenities Committee requested that the City Engineer, in collaboration with the Director of the Parks, Recreation and Beaches Department, identify a suitable site for the location of a swimming pool to meet the needs of the Newlands East community and to prepare sketch plans. After investigations a decision was reached to build a pool. Construction could commence in the latter part of 1990/91. The estimated cost would be R3 770 000,00.

Investigation reveals further that a good relationship prevails between the ratepayers' associations and the Parks, Recreation and Beaches Department. Requests are given immediate attention by the department. In addition, some of the ratepayers' associations tend to feel that their areas are being overlooked compared to the development of White areas because they happen to be Coloured or Indian associations: examples are cited by members. Some form of trust should be built up between the officials of the department and the ratepayers' associations. The feelings are natural considering the policy of apartheid which prevailed prior to June 1991.

3.4 Role of the Media⁴⁵

The media tends to play an important role in a twofold manner; that is, giving positive as well as negative publicity. For example, the media promotes the department's objectives in terms of what they have to offer. For instance, the Sunday trails and hikes, special events at the Botanical Gardens or events such as the International Surfing Competition which takes place at the Bay of Plenty. The press also assists the department in getting messages across to the general public, especially when large crowds are expected for major events on public holidays causing overcrowding on the beaches. Under such circumstances the press would try to create public awareness concerning the objectives of the

department. The press also publicises situations that could be detrimental to the environment. For instance, alien plant material in natural vegetation, litter and pollution (public awareness, vandalism) in parks so that security can be stepped up.

An instance where the press was negative concerns the issue of segregated beaches. For example, in December 1989 the Durban City Council got bad publicity when they voted against the opening of beaches. This development attached a negative image to the department. Otherwise, the Parks, Recreation and Beaches Department generally receives positive publicity by the media as borne out by the following statement: "The department does strive to provide excellence in terms of the provision of goods and service to the public bearing in mind the small budget that they have to contend with and the political milieu within which they have to operate" .⁴⁶

4. Summary

Research and findings in this chapter point to the fact that as a result of specialisation, the Parks, Recreation and Beaches Department consists of two major branches namely the Parks Branch and the Recreation and Services Branch. The latter is further split into the following Branches: Mechanical, Landscape Planning and Design, Horticultural Works, Technical Liaison, Administration, Personnel and Recreation Branch. In turn each of these Branches consist of its own intricate organisational structure with a number of divisions, such as Verge Maintenance and Development, Botanical Areas, Natural Areas, Production and Display, the Three Divisions, namely Central, Southern and Northern, Bathing Amenities, Sport and Recreation

The Parks Branch, which is the major branch, consists of three branches each with its own divisions and these branches and divisions cover the whole spectrum of the hor-

tical work undertaken in the city, i.e. from landscape construction and horticultural maintenance to the maintenance of plant and equipment. Within the Works Branch, the three main divisions are the three geographical divisions in the city which operate autonomously with their own budgets. These divisions are equal to a Parks Department in any large town as each division is self-sufficient and undertakes all the work required, except the maintenance of street trees. This falls under the aegis of the Verge and Maintenance and Development Division, especially established because these geographical divisions are not able to handle this function due to the vastness of the terrain within the boundaries of the city.

The primary functions of other branches are described in the following paragraphs. Mechanical Services generally deals with machinery and equipment purchases, mechanical workshops, pool transport monitoring and maintenance, safety and the department's needs, proficiency of machine operation and loss prevention and control.

The Recreation and Services Branch is the other major Branch of the Department. It embodies one of the department's major functions i.e. to formulate policies with regard to recreation, to control and stimulate the optimum use of facilities, to ensure an adequate provision for the future, to satisfy demands arising from new sociological needs and to deal with the services aspect of the department.

The Landscape Planning and Design Branch plays a pivotal role in landscape planning and design, site development, contract administration and horticultural technical support. This division lacks qualified personnel which led to work being privatised.

The Administration Branch consists of two sections namely the General Administration Section constituting the Cemeteries Section and the Finance/Accounting Section.

The General Administration Section assists the executive with the administration of the Department and also controls the receptionists, typist pool, records clerks, administration and controls. The Section also deals with the cemeteries in so far as administering areas in terms of burials and grave maintenance fall. In addition, it coordinates the administration functions of the other branches. However this function should be centralised.

The Finance/Accounting Section has accounting as one of its major functions and all personnel in this Section are seconded officials from the City Treasurer's Department, accountable to the City Treasurer's Department and not the Parks, Recreation and Beaches Department. However, the Director of the Parks, Recreation and Beaches Department has an overall accountability and responsibility in financial planning for parks and recreational facilities. The financial procedures adopted meet the requirements in terms of sound financial principles but with the secondment of officials certain key financial decisions could be delayed because of the City Treasurer's Department also having to be consulted.

The Technical Liaison Branch provides a liaison service to all horticultural and arboricultural functions of the department and the City. In the main this is a public information service with a public relations function.

The Personnel Branch and the Training Division deal with a wide array of functions, inter-alia, personnel management and control, training and development, labour and industrial relations, programming and planning, welfare guidance and wages and salaries. It is the staff office. The labour

relations and welfare guidance function is highly specialised and there is thus a need to employ individuals well acquainted with this, though at present this is lacking though. The executive consists of people trained in the horticulture field and lacks the recreation and management expertise.

The Training Division is responsible for orientation or induction of new staff, for in-house training of staff from the executive to the labourer. In addition, it has to monitor the progress of the pupil horticulturists and conservationists by making sure that they have served their pupilage. What is lacking, though, is that there are no pupils in parks and recreation management, and that no further studies are undertaken.

The Recreation and Services Branch consists of two important divisions, namely Bathing Amenities and Sport and Recreation. It is important to clarify why Beaches is included as part of the name of the Department. Beaches form a major part of the recreational service of the branch in terms of the amenities and thus it became part of the name of the Department. The Branch generally deals with, inter alia, the following: ocean beach administration and maintenance, life-guards, swimming pool administration and maintenance, amenities inspectorate, sports fields permit and use control, public recreation, organisation and major structural control.

The Bathing Amenities and Sport and Recreation Divisions of the Department are generally seriously understaffed at a senior level and both senior people require assistance. The beaches have to be constantly kept clean as the City is a major tourist attraction. Moreover, there have to be law enforcement officers to help control the undesirable element which has been exacerbated because of the political situation.

The Sport and Recreation Division provides a number of functions. It liaises with a number of sporting associations and provides for numerous sporting facilities and grounds constructed by the municipality.

With regard to a global evaluation pertaining to the department, it became clear, in terms of the roles played by policymakers and legislators, that legislation on the various levels was being framed in terms of the Government's policy of separate development (apartheid) prior to June 1991. At the local level of government and with reference to the Durban municipality the channels to be followed by the various communities in terms of recreation and park proposals are clear. However, the procedures for the provision of recreational facilities for all population groups are very complex, often resulting in intervals of between two and four years between the application and the construction of the facilities. Parks and recreational facilities for Blacks do not fall under the Durban Municipality's jurisdiction. There are serious deficiencies in the administrative procedures, they are too complex, and thus difficult to understand; inadequate finance due to priorities shifting; decision makers who lack contact with applicant groups; and communities that tend to be without particular facilities as they fall under various government created groups.

The role of the employees of the Department in terms of attaining its goals and objectives cannot be faulted. They strive towards attaining excellence in work performance.

At regular intervals the ratepayers express concern about the provision and maintenance of amenities and recreational facilities. However, the Department puts forth every effort to meet their requests and tries to reply promptly to letters. There is however a general feeling amongst the Indian

and Coloured ratepayers' associations that their areas are being overlooked compared to the development of the White areas.

The media generally plays an important role in terms of promoting the Department's goals and objectives and tends to give a positive view in terms of public opinion.

Finally it can be stated that the Parks, Recreation and Beaches Department provides a wide variety of different types of parks, natural areas, recreational and sporting facilities for its inhabitants which have to be reviewed constantly with regard to demand.

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9. Information contained herein has been obtained in an interview with Mr Coleman Head of the Works Branch, of the Parks, Recreation and Beaches Department, on 29 September 1989, unless otherwise indicated.
10. Scarr, op. cit., p. 50.
11. City of Durban: Schedule of Duties, obtained from the Deputy-Director Mr Martin Edwards.
12. Information contained herein has been obtained in an interview with Mr Coleman, Head of the Works Branch of the Parks, Recreation and Beaches Department, 8 September 1989, Schedule of Duties and information from Mr Martin Edwards, Mr Greg Croom, Training Officer. The information of this whole section as well as sub sections has thus been compiled into a coherent structure. The reader is also invited to City of Durban: Parks, Recreation and Beaches, Annual Report for the Municipal year 1989-1990, unless otherwise indicated.
13. loc. cit.
14. loc. cit.
15. loc. cit.
16. loc. cit.
17. loc. cit.
18. loc. cit.

19. The development of open space systems in the Durban region began in 1982 with the formation of the Metropolitan Open Space System (MOSS) Committee of the Wildlife Society. As part of this initiative the Parks, Recreation and Beaches Department built two trails on Council owned land, namely the lower Umbilo and Umgeni River trails. With a view to the implementation of an open space system in Durban the Town Planning Branch of the City Engineers Department then assisted Debra Roberts in research towards a scientifically based conservation policy for Durban. following the Amenities Committee resolution of 10 May 1988, which requested a MOSS approach in Durban, the Parks, Recreation and Beaches Department in association with the Town Planning Branch, initiated this proposal. A report was drawn up detailing a multifaceted plan for developing a city wide open space system, incorporating facilities for a variety of open air activities and linking to adjoining Municipal areas.

The system to be introduced is structured as a network of open space nodes linked by corridors running particularly along river valleys. The system will stretch across the entire city, from the Umlaas River in the south to the Umhlanga River in the north and from the beaches in the east, to the inland edges of the city in the west. Within this network will be:

- nodes of conservation areas with natural forest, grassland, wetland and mangroves;
- nodes of active recreation, with sports facilities; and
- nodes for passive recreation, with developed parks and picnic sites.

Various uses will be integrated where they complement each other, allowing park and sportsfields, forest and picnic areas to blend into a single recreational locus. Invisible to the user, but important to costs, will be shaping and design of river courses to provide and enhance flood control measures. The conservation of Durban's irreplaceable natural forest, grassland and wetlands will be guaranteed by application of the latest research findings in native conservation.

This approach integrates the needs of recreation conservation, amenity, engineering services and security within a low cost structure. It strives to incorporate hitherto unusable council-owned land into the open space system designed to increase its use and its benefit to the citizens of Durban.

The adoption of the recommendations of this report will initiate the creation of the largest, most integrated urban open space system (D. Moss) in South Africa.

- vide, City of Durban: Durban Metropolitan Open Space Systems, Report by the Director Parks, Recreation and Beaches Department, October 1989, p. 7.
20. Information contained herein has been obtained in an interview with Mr T.A. Coleman, Head of the Works Branch of the Parks, Recreation and Beaches Department, 8 September 1989 and Mr Greg Croom Training Officer.
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23. City of Durban: Schedule of Duties, Parks, Recreation and Beaches Department, p. 2233.
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27. For a more detailed discussion see Ferns W.A.R. "Crematoria Throughout the World", Park Administration: A Journal of the Institute of Park and Recreation Administration, January, 1981, pp. 76-86. Scarr, E.D. "The Future of Cemeteries", Park Administration: A Journal of the Institute of Park and Recreation Administration, January, 1985, pp. 67-69 and City of Durban, Review of Cemeteries, by City Treasurers Department, 27 November 1989, pp. 1-3.
28. Information contained herein has been obtained in an interview with Mrs B van Ess, head of Personnel, Parks, Recreation and Beaches Department on 11 September 1989 unless otherwise.
29. A class consists of a number of workers undertaking a specific type of task or duty either as trainees, qualified workers or supervisors and who are so distinguished for the purpose of public personnel administration, vide., Bayat, M.S.: "Occupational Differentiation in Public Personnel Administration: Concepts, Rudiments and Manifestations in the South African Public Service, Context: A Journal for Contemporary Social and Cultural Theory and Practice in the South African Context, Volume 2, 1989, pp. 85-97.
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35. Information contained herein has been obtained in an interview with Mr F. Churchill, head of Bathing Amenities, Parks, Recreation and Beaches Department on 20 September 1990 unless otherwise indicated.
36. City of Durban: Schedule of Duties, Parks, Recreation and Beaches Department.
37. Information contained herein has been obtained in an interview with Mr D. Williams head of Sport and Recreation, Parks, Recreation and Beaches Department on 19 September 1990 unless otherwise indicated.
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39. Information contained herein has been compiled by the writer taking into consideration all the information that he has collected by means of his investigations into this topic unless otherwise indicated.
40. The Citizen, 2 June 1990.
41. Information contained herein has been compiled by the writer taking into consideration all the information at his disposal by means of his investigations into this topic unless otherwise indicated.
42. Information contained herein has been obtained in interviews held with Mr Greg Croom now appointed as Technical Liaison Officer of the Parks, Recreation and Beaches Department on 14 May 1991 and Mr Errol Scarr, Director of the Parks, Recreation and Beaches Department on 17 May 1991 unless otherwise indicated. The information in this section has been compiled into a coherent structure by the writer after taking into consideration all information at his disposal.
43. Loc. cit.
44. Loc. cit. and information obtained from Montclair Woodlands Ratepayer Association member, information obtained from Mr PG Singh, executive member of the Reservoir Hills Ratepayer Association and Information ob-

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45. Information contained herein has been obtained in an interview held with Mr Greg Croom now appointed as Technical Liaison Officer of the Parks, Recreation and Beaches Department on 14 May 1991 and Mr Errol Scarr, Director of the Parks, Recreation and Beaches Department on 17 May 1991 unless otherwise indicated and also reading newspaper clippings. The information in this section has been compiled into a coherent structure by the writer after taking into consideration all information at his disposal.

CHAPTER 7

CONCLUSIONS

1. Findings and Conclusions

The objective of this dissertation was to investigate the salient administrative aspects involved in the provision and maintenance of parks and recreational facilities at the local government level with particular reference to the Durban municipality. The dissertation is essentially a synopsis and is confined to matters of principle. To this end, a comprehensive survey was done on the philosophy, principles, planning and theories behind parks and recreation. The varied functions and services undertaken at local government level with special reference to the functioning of the Parks, Recreation and Beaches Department of the Durban Municipality were investigated fully. However, as a spring-board and a preamble to the survey it was necessary, at the outset, to review the evolution of local government in South Africa and to give an exposition of current governmental structures.

Maximum delegation of powers from central to local government should prevail to ensure dynamic, smooth, effective and efficient public administration of the affairs of the citizenry. With South Africa moving towards negotiations for a new constitution, local government should feature prominently on the agenda.

Research has shown that local authorities are responsible for the promotion of the welfare of the local community by satisfying their needs and desires as far as communal services are concerned. One type of communal service is parks and recreational facilities and it could also be discerned that a local authority, and therefore also Durban has a moral obligation to render parks and recreational services which, incidentally, is a social welfare function.

A perspective was obtained regarding the philosophy and principles behind the concepts play, recreation, leisure and parks, i.e. a cursory treatment of the evolution of the above terms that nevertheless provided evidence that a dilemma prevails as to the meanings of the words central to any discussion of recreation, parks, leisure and play. Investigation revealed that there is a need for semantic understanding to clarify the intended uses of these terms but ultimately the philosophy and principles behind the concepts of play, recreation, leisure and parks underlined the interrelationships between these concepts and alleviated any confusion that may have existed in the terminology. It also provided perspective on and support for the need for recreation and parks.

It became imperative to indicate that the need for recreation and parks is central to human needs. In fact, research has proved that recreation is one of the nine basic needs of the human being and one of Smith's seven general criteria of social well-being. Various theorists rate recreation as one of the most important human needs for sustenance of human well-being.

A discussion followed regarding the characteristics of the community according to age groups. A picture emerged of the different needs of different groups for recreation. It became clear that this is basically a cyclical process from the preschool child to the elderly. A number of recreational activities were listed and a number were not, which was attributed to the fact that there were too many to mention all. Thus only the common ones were described. Emphasis was also placed on recreation for other groups, namely the physically disabled and the mentally retarded. As in many other fields of recreation, much more can be done in this problem field of recreation for the handicapped. These people are often the loneliest, most outcast individuals in

modern, prosperous society. During all facets of the creation of a recreation facility, much more attention can be given to the specific needs of the handicapped, whether in planning, presentation and implementation of existing recreational facilities. Thus, more attention should be given to recreation for the handicapped when designing new facilities and amenities and special attention should be paid to the needs and requirements of the physically handicapped and mentally retarded.

Population numbers are effective criteria to determine the allocation of proper ground and land for parks and recreational purposes. The type of community prevailing in a specific area would determine the need for specific facilities. Furthermore, it became evident that a park which is of special interest is the so-called 'people's park'. These are parks that have sprung up on an informal basis as and when a recreation need arises, particularly to the black communities. They have brought a whole new dimension to the concept of parks. These parks should be allowed to develop as they serve a need, particularly for the Black community. The issue of recreation was also viewed in terms of the neighbourhood and community recreation centres which play an important role to the inhabitants of a particular area. The different types of recreational facilities were brought up for discussion. Investigation also revealed that private sector involvement in the provision of commercial recreation is imperative, and should be encouraged. With South Africa moving towards a post-apartheid society funds available to the state and local government will be limited. Thus the private sector should become more involved in the provision of recreational facilities and related amenities.

The theme of change and continuity in the recreation aspect of the life course includes a number of different factors such as social, economic, ecological, cultural, population and structural which influence and develop the parks and

recreational facilities. These factors play an important role and is intertwined with other strands of the life course. When transitions are made in the family, work or recreation roles, roles are affected.

The need for recreational provision by local authorities is of paramount importance in order to satisfy a cross-section of people living in a particular locality. Therefore, putting the planning aspects in perspective, it became evident that there is a growing demand for programmes to serve the greater community. Moreover, there is an increased insistence for action at all levels of government. From a sense of urgency springs a desire to utilise planning as an instrument for public policy and as a process by which the most effective and realistic political proposals for the development of facilities and services could be directed.

Furthermore, a team approach of planning was discussed with emphasis on recreational property acquisition and improvements in Durban and appropriate mention was made of the laws on segregated facilities. The methods of acquiring parkland with respect to the Durban Municipality was discussed, followed by the designing of parks and recreation areas in Durban.

The situation in South Africa has deteriorated in that little was done to provide recreational services and amenities for other race groups and to ascertain their recreational needs and desires. This was due to the Government's "Apartheid" policy which prevailed until the end of June 1991. The situation is changing slowly now, but attitudes of the citizens as well as the authorities will have to change.

The organisational dynamics of the Durban Municipality with reference to the standing and special committees dealing with parks, recreation and beaches were discussed. The Parks

Recreation and Beaches Department and Durban's committee system were also dealt with. This investigation revealed that a distinct line of division could not be drawn and that the politics/administration dichotomy is a vague distinction.

A scrutiny of the Durban Municipality's organisational structure, goals, objectives and functions revealed that as a result of specialisation, the Parks, Recreation and Beaches Department consists of two major branches, namely the Parks Branch and the Recreation and Services Branch. The latter is further split into the Mechanical Branch, Landscape Planning and Design Branch, Horticultural Works Branch, Technical Liaison Branch, Administration Branch and the Personnel and Recreation Branch; each comprising its own intricate organisational structure with a number of sub-divisions.

The Landscape Planning and Design Branch plays a pivotal role, but lacks qualified personnel, which led to the work being privatised. This situation should, however, be addressed as this is an integral function of the Department. Thus there is a need to fill posts as soon as possible. The Administration Branch co-ordinates the administrative functions of the other branches which could, in fact, be centralised. This would result in the provision and maintenance of parks and recreational facilities being executed on a cost-effective basis. Therefore the recreation, mechanical and works branch administrative function should be undertaken by one centralised body. The functionaries of the finance/accounting section are seconded from the City Treasurer's Department which results in certain key financial decisions being delayed at times. This needs to be improved, thus more decision making powers should be granted to the Parks, Recreation and Beaches Department up to a certain point.

Functionaries of the Personnel Branch and its Training Division undertake a variety of personnel functions, but lack expertise in some of the specialised fields. These are industrial relations and welfare guidance. This could be remedied by employing specialists in this regard or otherwise further studies in Industrial Psychology should be considered as essential. The executive personnel of the Parks, Recreation and Beaches Department consist of functionaries trained mainly in horticulture, and thus there is a lack on the side of management and recreation. This could be corrected by instituting courses in management. The Training Division students are not serving their pupilage in parks and recreation management and no further studies are undertaken once these students have qualified. The Parks, Recreation and Beaches Department should take on students in parks and recreation management and functionaries at the lower levels of work performance should be encouraged to study further, i.e. at the postgraduate and undergraduate level, to equip themselves better for the higher posts and for promotional opportunities.

The Recreation Branch consists of two important divisions, namely the Bathing Amenities Division and Sport and Recreation Division. The different divisions of the Parks, Recreation and Beaches Department are seriously understaffed at the higher levels of work performance. They require more functionaries at the middle management level, i.e. the level between the supervisors and the managers.

The Sport and Recreation Division undertakes a number of functions and is responsible for, inter alia, the provision of sporting facilities.

It became apparent that legislation at the various levels of government were framed in terms of the Government's policy of 'Apartheid'. The channels that have to be followed by various communities regarding park and recreation proposals

link up with various committees. Procedures in this regard are very complex, often resulting in intervals of between two and four years between the application and the construction of a particular facility. The time span to when proposals actually become a reality has to be narrowed because presently the interval between when a proposal is made and when it is implemented can be up to four years and this does cause resentment amongst the inhabitants. In addition the costs of providing for the facility will have risen tremendously due to this long time span that it takes to become a reality. Parks and recreational facilities for blacks do not fall under the jurisdiction of the Durban Municipality and this causes resentment and serious deficiencies. Recreational facilities in Black Municipal areas tend to be seriously lacking and needs to be addressed by Government.

The role of the employees of the Department in terms of attaining its goals and objectives is clear and cannot be faulted. They strive towards attaining excellence in work performance.

There is a feeling amongst Indian and Coloured ratepayers' associations that their areas are being overlooked. More attention is given to the white areas. This is a truism considering the policy of apartheid that has prevailed and the Department should seriously take into consideration the views, sentiments and requirements expressed by the Indian and Coloured Ratepayers' Associations as expressed by them from time to time.

The media play a very important role towards promoting the goals and objectives of the Parks, Recreation and Beaches Department. However, at times they have also been negative in their reporting, as when reference was made to the question of segregated facilities. This resulted in the

Department being judged unfairly by certain sectors of the population. Nevertheless, the media has generally been very positive in its reporting.

It is felt that the above inferences and recommendations could serve as guidelines for the Department in providing a better service to its inhabitants.

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APPENDIX 1

Administration

Cutchin¹ defines administration as the execution of public affairs by persons jointly engaged in working towards common goals. He relates administration to an administrative system whereby

- i) an environment stimulates administration and receives the product of its work;
- ii) the inputs carry stimuli from the environment to administration;
- iii) the outputs that carry the results of administrative action to the environment;
- iv) the conversion process that transforms (converts) inputs into outputs, and;
- v) the feedback which transmits the output of one period back to the conversion process as the outputs of a later time.

It is quite evident that administration involves co-operative action where people work towards a common goal.

Apartheid

In essence, the term Apartheid means that the heterogeneous population groups of South Africa should be kept separately or apart from one another.²

Area

A familiar connotation of an area or urban area is one which rests on population density i.e. a large number of people working and living in a small area. However the term urban also includes smaller towns as well as cities and therefore reflects, the opposite of a rural area. Terms such as a village, town, city, big city, metropolis and megalopolis refer in fact to the size and nature of different types of urban centres.³

Community

Community forms part of a broader society within which man lives.⁴

Delegation of authority

The word 'delegation' is derived from the Latin words 'de', meaning "down" or "downwards" and 'legare' meaning to give.⁵ Delegation, therefore, refers to an institutionalised activity whereby authority is passed down in a line from the top leader to his subordinates.

Delegation implies that the responsibility for carrying out a task is delegated to an employee. In other words, the employee is obliged to perform the task.⁶ The authority which a person requires to acquit himself of his responsibility is delegated to him. Authority can thus be regarded as the total duties and "powers" required to perform the delegated duties. In other words the "power" to make decisions, give instructions and act on one's own initiative in performing a task is delegated to the employee.⁷ In fact, the delegation of authority entails that an employee is given the authority to act on behalf of the supervisor or the head of department.⁸

Efficiency and effectiveness

The crux of efficiency is that there must be one best way to do a job.⁹ The value of efficiency is important in municipal administration. 'Efficiency' denotes the how of government action in other words the manner in which functions and activities are executed.¹⁰ Cloete states that¹¹

"Efficiency in the public sector means satisfying the most essential needs of the community to the greatest possible extent, in qualitative and quantitative terms using the limited resources that are available for this purpose, and also involves upholding public accountability and democratic requirements, fairness and reasonableness and the supremacy of the legislature".

From the aforementioned definition it can be inferred that 'efficiency' implies a definite standard which is equally applicable to every activity in the public sector and which can be satisfied only through resolute effort.

In contrast, "effectiveness" refers to the result of the function or activity of government. In other words, how successful is it.¹² Effectiveness indicates the extent to which a need has to be satisfied as indicated in the original programme of action, that is when priorities were set.¹³

The definition of 'efficiency' and 'effectiveness' imply that these two terms are not synonymous and interchangeable. However, they are closely related. In fact, they are mutually inclusive since the one can hardly make sense without the other.

Efficiency and effectiveness is one of the guidelines emanating from community values in municipal administration. The others are fairness and reasonableness, balanced decisions, thoroughness, integrity, honesty and legality. The parks and recreation administrator should strive to uphold the aforementioned guidelines at all times to ensure that he does not fall victim to temptations when confronted by ethical dilemmas such as maladministrative discretion, corruption, nepotism, unethical values, poor public accountability and policy dilemmas.

Facility/facilities

Oxford Advanced Learner's Dictionary of Current English¹⁴ denotes facility as

- i) "quality which makes learning or doing things easy or simple, is great in learning languages, show in performing a task, write/play the piano with

- ii) aids, circumstances, which make it easy to do things, facilities for travel, e.g. buses, trains, air services, facilities for study e.g. libraries, laboratories, sports facilities, e.g. running tracks, swimming pools."

From the above it can be seen that facilities means providing for something.

Government

The word government is

"any government that successfully upholds a claim to the exclusive regulation of the legitimate use of physical force in enforcing its rules within a given territorial area."¹⁵

This definition does not mean that a government only decrees laws and ensures obedience to them by means of physical force. Governments obviously do many other kinds of things, but they are the only institutions in complex societies that claims the right to have the final word on how physical force may be lawfully used to enforce society-wide rules.

Local government

Local government can be defined as a decentralised representative institution with general and specific authority devolved on it in respect of an identified restricted geographical area within a state. Such a government is locally responsible for exercising these authorities and may to a certain degree act autonomously in doing so.¹⁶ For purposes of uniformity, local government could also include municipal government and administration.

Local authorities

From the above definition of local government it could thus be stated that a "local authority is therefore a lower (third or second) tier government, which is embedded in a higher tier (regional/national) system of government which enjoys wider authorities".¹⁷ To prevent any misinterpretation the term local authority may also include the term municipality.¹⁸

Organising

Organising is a basic function in the administrative process. Goals cannot be achieved if individuals do not co-operate in an organised manner to accomplish a specific goal. Organising is not an end in itself but a means to an end. ¹⁹ Organising can be described as

"...the process through which activities are grouped logically into distinct areas...it is the division of work. It results in the logical grouping of activities."²⁰

Organising, therefore, refers to the creation of an organisational structure that will bring about effective work performance, In this way the goals of an institution can be achieved.

Organisation

Organisation can be described as:

"... artificial, human created social institutions brought into being whenever the achievement of any goal or objective requires the utilisation of the talents and services of a number of people."²¹

Organisation is "structural differentiation of an organic whole having interdependent parts. Organisation means systematic arrangements of parts."²²

It could thus be stated that the concept organisation refers to an organised body or system or society.²³ It can be concluded further that organisation does in fact refer to the creation of an organisational structure, thereby bringing about effective work performance which will lead to a goal. Organisation, therefore, involves individuals and an attempt to have them co-operate in an orderly, systematic and co-ordinated manner within an institutionalised context to attain a predetermined objective.

Planning

Planning is deemed to be an organised, conscious and continual attempt to select the best available alternatives to achieve specific goals. Therefore, it involves the efficient and effective allocation and utilisation of scarce resources. Hence, this implies the utilisation of all the productive capacity, in terms of natural resources, capital, human resources and the available infrastructure, in the pursuit of achieving future objectives.

Webber maintains that "... planning is the method of reaching decisions ... a rather special way of deciding which specific goals are to be pursued and which specific actions are to be taken ..." ²⁴ Accordingly Marx is of the opinion that "Planning is preparation for action ... the vital first step in any major administrative action ... the process of formulating the objectives to be realised by institutions in the future." ²⁵

Plenary

According to the Encyclopaedia Britannica the term 'plenary inspiration' is a biblical reference to inspiration that is direct and total, such that the Scriptures are regarded to have divine authority even in matters of fact and judgement and consequently, incapable of error. ²⁶

The shorter Oxford dictionary defines the concept 'plenary', *inter-alia*, as "complete or absolute in force or effect". ²⁷

The principle of delegating plenary authority to committees has been adopted and is extensively practised. Plenary authority in administrative matters has been widely delegated to the officers of the Durban Municipality. For example, the Director of Parks, Recreation and Beaches has been granted plenary authority to matters pertaining to this Department. However, plenary authority is subject to rules which protect the rights of minorities and give the Durban

Municipality effective powers of supervision and control. The delegation of plenary authority has greatly speeded up a large volume of the work of the Durban City Council, to the advantage of its citizens.

Public administration

The public administration of a state consists of those structures and processes functioning within the society with the aim of facilitating public policy formulation and the effective and efficient execution of the policies decided upon. Public functionaries, political office bearers and public officials have to direct their actions at the promotion of the public interest and the general welfare. The relevant functionaries are given authority and public resources to pursue these aims and not for personal or sectional gain.²⁶

Public policy

Public policies are those policies developed by government actors, although non-government actors may influence policy formulation.²⁷ Whereas it could be stated on the other hand that public policy is a proposed course of action of a person or a group or government within a given environment providing obstacles and opportunities which the policy was proposed to utilise and overcome.²⁸

Society

Society can be defined as the interaction of collectivities of people who within their distinctive collectivity share common beliefs, attitudes and modes of action.²⁹ Collectivities could refer to smaller and larger groups of people which could be a family, or a group for the promotion of interests or a voluntary group, like a recreation club or a place of worship.³⁰

State

In terms of the cultural evolution, the first political systems with centralised governments able to collect taxes, draft men for work or war, decree and enforce laws. In current terms a political system with people, territory, government and sovereignty.³¹

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